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ABSTRACT

These essays were prepared by leaders with recognized success in community college and university management, who were asked to share their experiences, the techniques they have found useful, and their personal views about community college leadership. After an introduction by Dale Parnell to the importance of leadership in institutional success, the book presents: (1) "Raising the Signposts of Excellence: A Personal View of Leadership," by John E. Roueche; (2) "Shaping the Future: New Requirements for Community College Leaders," by Robert H. McCabe; (3) "Excellence in the Making: The Process of Becoming a Leader," by R. Jan LeCroy; (4) "Leadership's Growing Edge: Currency in Community Colleges," by Alfredo G. de los Santos, Jr.; (5) "A Leader's Challenge: To Decide for Excellence," by Byron N. McClenney; (6) "The Organizer: Fundamentals of Effective Leadership," by Joe B. Rushing; (7) "Agenda for Excellence: Leadership for the Board," by Benjamin R. Wygal; (8) Responsible Leadership: Tipping the Balance toward Institutional Achievement," by Richard C. Richardson, Jr.; and (9) "Community College Leadership: The Crucial Issue of Quality Control," by George A. Baker, III. (LAL)

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LEADERSHIP BOOKSHELF SERIES

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COMMUNITY COLLEGE LEADERSHIP FOR THE '80S

John E. Roueche and George A. Baker III, Editors

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Community and Junior Colleges
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INTRODUCTION

No quality is more vital to the success of community, technical, and junior colleges than leadership. *Leadership* is the ability to influence the behavior of others, and the successful management of a college requires just that. No president, dean, or department chair conducts the work of all or a part of the college alone. It is, rather, the working *together* toward institutional goals that signals successful management and makes the achievement of excellence possible. The challenges are real and there is no single solution. One cannot generalize nationwide, but it is becoming increasingly clear that quality leadership makes the difference between an excellent and a mediocre college.

Much is known, yet much remains unknown about the qualities of leadership. As of this writing no test can predict leadership ability with any degree of accuracy. Successful leaders may be gregarious or introspective, authoritarian or democratic. Persons as different as Hitler and Gandhi influenced the behavior of many of their contemporaries with great effectiveness.

While it is understood by most that personal traits neither guarantee nor preclude leadership, it is generally agreed that leadership competencies can be developed and that effective leadership techniques can be learned. Much is being discovered about leadership from the study of effective leaders and their leadership activities. The contributors of this book are leaders with recognized success in community college and university management. They were asked to share their experiences, the techniques they have found useful, and their personal views and opinions about community college leadership.

The American Association of Community and Junior Colleges commends this book for thoughtful study and reading. We believe it will be useful to both new administrators developing leadership abilities and experienced community college leaders wishing to improve their competencies. We are proud to present it to the field as an important AACJC publication.

Dale Parnell
President
American Association of Community and Junior Colleges

Raising the Signposts of Excellence: A Personal View of Leadership

By John E. Roueche

Since there are so many misconceptions about excellence in leadership, it is appropriate for me first to clear the air, to tell you what I think great leadership is *not*. Leadership is not a personality style. It certainly cannot be developed by trying to emulate someone else. To lead, one must develop one's own style. A personality is basically formed by the time a child is five or six years old. It is a serious mistake to try to be someone else when you are undertaking the critical tasks of leadership. The key is to learn to be as effective as you can be, given your own personality and aptitudes.

Neither should quality in leadership be synonymous with popularity. A leader must often make unpopular decisions. Great national leaders whose ideas shaped the future of this nation made such decisions. Abraham Lincoln, Thomas Jefferson, Franklin D. Roosevelt, Harry Truman—outstanding presidents—were described as villains by the public when they made difficult decisions that found very little acceptance or understanding among the masses. Rather the courage of a great leader is to move in directions that are often unpopular when mind and spirit are convinced.

John E. Roueche is professor and director of the program in community college education at the University of Texas at Austin. He was director of the Institute on Junior College Administration at Duke University (1966–71), and served as dean of students at Gaston Community College in Georgia (1964–67). Roueche holds the Ph.D. degree from Florida State University.

George S. Patton's career shows that leadership is not based on an assumed personality style or a popularity contest. General Patton was a flamboyant, charismatic, brilliant man, with the ability to lead by example. He daily modeled compelling leadership in his given arena. But even though the image we carry of him in the lead tank with his pearl-handled pistols in hand is historically accurate, it is also important to understand that George Patton was most ineffective outside of battle. He would win a massive battle, then blunder politically. He was removed from command time and time again.

To accommodate each other's weaknesses, the core of American leadership during the Second World War took advantage of their different leadership styles. In contrast to Patton, Omar Bradley was the soldier's soldier—soft-spoken, quiet, unassuming, never wanting or seeking headlines. Bradley, who began with war under Patton, eventually became Patton's commanding general, partly because his effective, quiet ways made fewer enemies. Dwight Eisenhower, the Supreme Allied Commander, was a man with a gift for taking the long view. In a war that asked for many political realities to be juggled, with allies as distinctive as England, France, and Russia, Eisenhower provided leadership but still accommodated the needs of special interest groups. In the context of a world war, each of these leaders had to make unpopular decisions, and each had the courage to stand behind his own convictions; each fulfilled a role suited to his best skills.

Leadership Attributes

If it is not a popularity contest or a personality style, what makes a great leader? There are six critical attributes of leadership that I wish to develop here.

A great leader has the ability to build a context for success. Leadership theory stresses the importance of finding an environment where you can do well. Each of us has watched colleagues move from position to position. Although mobility is often an effective way to move up the professional ladder, I have seen leaders ideally situated in a local context aspire to risky, new positions. A president, for example, may leave a small community college, where he has spent ten or fifteen years building trust and communication within the organization. In this larger college he is then poorly suited to lead. He has left a situation where his personality and leadership style are particularly effective and gone to an environment

where he is ineffective. It is crucial to measure accurately when and where you work most effectively.

Second, a great leader must have high expectations and standards. There is a direct relationship between the standards a leader sets and the tenor of the organization he leads. If his expectations are high, then the organization will be strong.

Several months ago I visited a wealthy community college district. The board of the college was concerned about low faculty morale. This low morale and general lack of enthusiasm permeated a sparkling multimillion dollar campus. As I met with the board, they had just signed a new contract with the faculty union. The average faculty salary was to be $30,000 for eight and a half months of work. The faculty's on-campus responsibility was to teach twelve semester hours. (If they taught more, they received overtime pay.) Outside of classroom hours, their total on-campus responsibility was to maintain three office hours a week. In other words, they had a total weekly on-campus obligation of fifteen work hours. The analysis I offered to the board maintained that such a contract was a disgrace. In effect, they were paying full salaries for part-time work. I maintain a community college will never become great if its leaders expect no reciprocal commitments. To accomplish a great deal, you must expect a great deal.

In Jerry Kramer's powerful book, *Winning Is Everything*, the guard of the Green Bay Packers tells about the first night Vince Lombardi spoke to the players as their new head coach. The season before, the Packers had won only one game and lost eleven. Lombardi had never before been a head coach. As he stood before them, a middle-aged man wearing thick-lensed glasses, he spelled out his goals:

1. To become a .500 ball club within three years;
2. To become champions of the Central Division of the National Football League within five years;
3. To be the National Football Conference champions within seven years.

Kramer then goes on to describe the team's first practice after meeting Lombardi. At 5:30 the next morning the Green Bay Packers were running laps around the outside of Lambeau Field in fifteen-degree weather while Lombardi clocked them with a stopwatch. As they ground out the laps, Kramer and his teammates had their first glimpse of the power of this man's expectations.

If you are serious about your goals, your behavior should reflect it. No one in the organization should have any doubts about your

expectations for yourself or those around you.

The third quality of a great leader is the ability to model the behavior he desires in others. Certainly General Patton was a model for his men. When the Allied Forces landed on Sicily, Patton was given the difficult task of reaching Palermo, taking the longer route across the western slopes of Sicily. His troops encountered heavy resistance from the Germans and finally bogged down virtually in sight of Palermo, with only a river to cross. With his officers maintaining that enemy fire was too intense to make crossing the river possible, Patton in his own jeep crossed that final barrier to Palermo. Then, on the far side of the river, the general profanely prodded his soldiers to follow his lead; they did. They accomplished what had seemed impossible. Patton demonstrated the behavior he desired.

I witnessed a similar kind of process during a recent visit to California. Although I have seen excellent colleges in the state, it is rare that I go to a community college where faculty members are eager to begin a professional development day at 7:30 in the morning! But at Hancock College in San Luis Obispo, faculty arrived early and talked enthusiastically to me about retention rates, about improved achievement, and about the successes of their graduates. I was overwhelmed. When I tried to discover why there was such energy in this small college, faculty spoke to me of Francis Kahn, the vice president for instruction at the college. They spoke of her commitment in specific terms. They described her as the first to arrive in the morning and the last to leave in the evening. She met with faculty to review goals, to set objectives, and to look at test items. Perhaps most impressive of all, they pointed to her own success as a philosophy teacher. In other words, she modeled behavior that attracted faculty and energized them.

The ability to model excellence is a powerful motivator, it seems. Astutely, people pay much more attention to what is done than to what is said.

The fourth attribute of great leadership is to recognize and reward outstanding behavior. I would encourage you to celebrate excellence on your campus. At the University of Texas we have a new president, Peter Flawn. One of his first leadership decisions was to make clear that the university would make a new commitment to excellence. He began to honor achievement wherever he found it. Each year of his presidency he has honored classified employees. Each winning employee receives an excellence award and a $500 check

presented by President Flawn himself. Faculty who excel as teachers are honored as well, receiving $1000 cash awards.

Thus the university acknowledges and celebrates excellence, not only with words, but with money as well. Interestingly, no state appropriations have been used to sponsor this ceremony; individuals have gladly donated the funds. Our society generally wants to be associated with such enterprises.

The fifth attribute, closely tied to the fourth, is the ability to discourage unproductive behavior. When I finished graduate school in the sixties my classroom experiences had taught me to reward good and ignore bad behavior. But there was a basic fallacy in that logic. I now believe it is a mistake to ignore bad behavior, because ignoring it tacitly reinforces it. If people are not confronted when they are unproductive, they will rarely change. They perceive the organization that tolerates their lackluster performances to be weak, and find little incentive to change. To counter such debilitation, professionals who do not contribute to the organization should be held accountable in new, more stringent ways.

One of the most difficult episodes in Patton's life came in Sicily when the general slapped a shell-shocked soldier and called him a coward. You probably remember that Eisenhower asked Patton to apologize to every division of the Third Army, a sizeable undertaking of crow eating for a four-star general. But Omar Bradley later suggested to his friend that the slapping incident had a positive impact on the war effort with numbers of shell-shocked soldiers declining after Patton's public denunciation. In effect, the general's action had made the American GI bear down. It made clear what one respected general expected from his soldiers.

It may not be appealing to talk about, but mediocrity will win out unless there is insistence on excellence and commitment. It is a human tendency to skirt difficult issues and to look the other way when behavior is irresponsible, but I believe strong leadership will not permit such luxury.

I have now been involved in professional development for about fifteen years. During that time the norm has always been to make such professional development voluntary for faculty. We want professionals to choose to be involved in development activities. But that has not always worked. My assessment of most of our staff development activities over the years is that they have done little to move the total organization toward quality and excellence. More typically, the best faculty members participate in staff development

activities. The Reggie Jacksons and Carl Yazstremskis work to become better, and the .200 hitters satisfied to be utility infielders do not become invoived.

IBM does not operate a voluntary staff development program; neither does Tracor, Xerox, or General Motors. Rather these businesses consider professional development to be a job expectation. I strongly recommend such a perspective for community colleges. If we want faculty to value professional growth, then such growth must not be voluntary.

The sixth attribute of a great leader is consistency. If a leader practices what he preaches, he will gain respect. It is important to be firm and fair.

My dean is the best administrator for whom I have worked. He communicates his knowledge of, interest in, and commitment to, his faculty. They number about 200. Almost every week I get materials in the mail from Dean Kennamer. Generally, the package carries a routing slip with a personal note attached. He may have sent an article on leadership—because he knows of my interest—or a news release citing a research study that impacts our community college work. In the process he lets me know that he values my work and is aware of me in a personal way.

Dean Kennamer invites faculty to drop in for individual visits. All are welcome, but he issues special invitations to those he hasn't seen for a time. He knows his faculty by name. He knows what they teach. His personal interest is a powerful motivator. At the same time he also demands a great deal. I have known him to replace professionals he liked personally who were not working effectively to meet the college's goals. It is no coincidence that under his tutelage the College of Education at the University of Texas has received national recognition for the quality of its programs.

My friend, Oscar Mink, tells a true story about the principal of an elementary school who developed a new respect in his faculty, almost unwittingly. The principal had suffered a heart attack and had survived triple-bypass surgery. After his recovery his cardiologist prescribed a five-mile walk each day. The principal's problem was to find a time to walk during long work days. "Don't you have halls at your school?" the doctor asked. Soon the principal began regular walks through the corridors of his building—at 10:30 and again at 2:30.

Over a two-year period the achievement level of every grade in this elementary school had improved. When the superintendent's

staff quizzed the principal, he was at a loss to pinpoint reasons for this improvement. But faculty understood the reasons. They reported that the principal had become more visible; they felt he had become interested and observant. Inadvertently, this school's leader had expressed an interest that communicated itself as a desire for quality in the classroom. I found that an appealing lesson. It shows that a small thing can be catalytic in an educational environment, that even the perception of consistent behavior has the potential to build quality in an educational environment.

These, then, are attributes I would assign to great leaders. I really care a great deal about our grand enterprise as educators. But to remain viable institutions within our society, strong leaders must raise these signposts of excellence.

Shaping the Future: New Requirements for Community College Leaders

By Robert H. McCabe

America is going through a period of transition from an industrial to an information society. The substantial impact is comparable to that which was experienced as we moved from an agrarian to an industrial society. However, the timespan during which this evolution is occurring represents only a fraction of that of the previous transition. Before the Second World War more than half of America's population was employed in agriculture. Today, with increased agricultural output, less than three percent of the jobs in the country are in agriculture. It appears very likely that in the span of only several decades a change of similar proportion is taking place with transition from industrial to service/information employment. This only serves to illustrate the massive societal changes occurring in the world and in our nation.

The community college, as an institution that grew in importance because of its ability to respond to current needs of the society, reflects this changing environment, and is also experiencing significant transition. Quite obviously, the requirement for educational

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leadership in this period is quite different than it was in the fifties or sixties.

The Operating Environment of the Community College

When I first became a community college administrator it was during the period of celebration of the miracle of the American community college. Few who worked in the colleges spoke of the "community college field"; rather we talked of the "community college movement." To quote my predecessor, Pete Masiko, "These institutions were here at the right time with at least some of the right answers." They were the ideal institutions to expand opportunity in higher education during a time of increased job complexity and new opportunities in the professions and paraprofessional fields. Thus increased opportunity in higher education was matched and complemented in the most definitive sense with increased and appropriate job opportunity. There was a seemingly unending requirement by American business and industry for more persons with baccalaureate or associate degree preparation.

Our nation was successfully transforming the industrial developments of the Second World War into peacetime industrial expansion, and the theme of the nation was growth. The positive economics of the period translated into an optimism about the nation's future and the growth of individuals. It awoke in America's minorities a demand and a thirst for a fair share of that promising future. Those of us in community colleges were buoyed by optimism and considered ourselves crusaders. The positive match of more opportunity in postsecondary education and more jobs for well-prepared people was self-reinforcing, and there was consensus on mission—that is, to do all you can, and to do it now.

The biggest problems facing the administration of Miami-Dade Community College when I joined in 1963 were, where will we find enough faculty, how quickly can we construct the buildings that are needed, and where can we operate temporarily as we grow? Funding was simply not an issue. In Florida, as in many states at that time, funding kept pace with growth. When enrollment figures were finalized any enrollment over forecast was reported: the state then recalculated allocations and provided on a dollar-for-dollar basis equal funding for the additional FTE (full-time equivalent). Today that seems almost unbelievable.

In that period of growth and expanded opportunity one of the important advantages of the community college was its unlimited

scope, based on a lack of definition of role. Most people understood, or thought they understood, what a university or a four-year college was, but this in-between institution—somewhere between high school and four-year college, somewhere between technical and vocational school and university—was not well defined. This was an ideal situation to nurture the missionary spirit of those who worked in the community colleges. It was easy to add new programs, both because of the aura of success and because it was difficult to determine whether new programs or services were outside of the approved community college mission. In a growth period the advantages of enrollment-driven funding were tremendous. Each additional enrollment cost less than the base cost for a variety of reasons: 1) new faculty began at a lower point on the salary schedule; 2) much of the additional workload was assigned to part-time faculty; 3) the staffing level of support personnel normally did not keep pace in growth periods; and 4) construction of new facilities lagged behind, so that overhead did not grow proportionately. Interestingly, in the current period of stable or declining FTE, with faculty becoming more senior, the same factors turn into financial disadvantages. To be frank, poor administrative decisions in that growth era could literally be buried in additional funding and hidden from view—it was easy to take risks. Today poor decisions are magnified and made more obvious, and risk taking is approached with more caution.

The dramatic growth of community colleges was supported not only by increased state and local funding, but also by national policy based principally on financial aid designed to increase access to higher education. As a result of this national policy the community colleges became the principal vehicle of access. Boards of trustees' major role was supportive, as they took pride in the accomplishments they were witnessing. It was certainly a wonderful time to be part of the community college movement, and a most rewarding period of great accomplishment.

The Beginning of Change—The Late Sixties

As our environment began to change, I suspect that many were slow to see what was happening and how it would affect our institutions. The most obvious evidence of their change was seen in reaction to student activism in the late sixties. As an outgrowth of the conflict over the Vietnam War, there was rejection and suspicion of all authority. When demonstrations and violent acts took

place on campuses, criticism of higher education, including community colleges, came from both political extremes. The liberal wing suggested that something must be seriously wrong for students to act that way, and the conservative wing questioned why such behavior was tolerated and what was being taught in institutions that responded so improperly to provocation. But even though in a political guise, this evidence of discontent with higher education was really the first sign of change and the beginning of a new sense of awareness and realism concerning the role of higher education.

In the early days community colleges in particular enrolled large percentages of students who were the first from their families to attend college. These families held the institutions in awe and had great if unrealistic expectations. I remember my father's attitude when I became the first in our family to enter college—neither he nor my mother had completed elementary school. He felt that the college experience would greatly enrich my life and open up vistas to me that had not been opened to him. He saw not only opportunity for financial gain, but almost a magical quality that would transform my life to something better. I would emerge with new capabilities to add value to my life experiences that were unknown to those who had not attended college. As overstated as it sounds, I am not sure he was wrong.

Beginning in the late sixties the community colleges began to enroll the sons and daughters of the first wave of veterans to attend under the GI Bill, and many more Americans had experience in our institutions. These individuals were far more realistic and knew that we had some course requirements that didn't make sense, that there were even a few teachers that weren't very good, or perhaps not very bright, that policies were sometimes designed for institutional benefit rather than for students. In other words, those of us who worked in community colleges were human, and the institutions had the same frailties as other human enterprise. Therefore they were more realistic about the expectations of the institutions and more willing to question established policy.

Also during the late sixties the country began to experience a decline in the rate of growth in the economy. In fact, all industrial nations of the world were experiencing this change, as the adjustment to an information society and other major changes began to impact our way of life. Changes internal to America resulted in the demand for more and more public spending, while tax resources were growing at a reduced rate. The obvious result was a shift in

priorities, and increased competition for tax revenues by systems other than postsecondary education. For example, urban and environmental issues were pressing and required massive funding. In the late seventies this pattern culminated in serious tax revolts, of which the best known is California's Proposition 13. For the community colleges the net result of this new competition for funding was a steady decline in real resources to accomplish our task, after years of increasing real resources. At the same time, the economic advantages of growing institutions began to be lost, so that just staying even required an increase of resources beyond the impact of inflation. Financially we had entered hard times.

Evolving from these circumstances was the genesis of questions about the mission of community colleges. While some of my colleagues maintain that our mission is not under question, I believe that evidence throughout the country of questioning the community college mission is overwhelming. As an example, there are real questions as to whether or not the self-improvement and personal development programs offered by our institutions should be paid for from public funds. More importantly, and without doubt, the open door is under attack. Attitudes in this country are changing as people are required to do more to take care of themselves. There is a sense that our tremendous efforts in improving conditions for minorities through social programs have been failures. This has resulted in questions concerning many social services, including education. The open door is certainly vulnerable, especially when the interest in improving quality in education is so substantial. To most the obvious answer to improving quality is to eliminate the "unqualified." They do not consider the extremely negative consequences to our society of wasted human resources and producing fewer well-educated individuals.

The community colleges are also experiencing tremendous increase in competition from four-year colleges. The demographics of the country are changing, and enrollment of full-time students is declining nationwide. Many four-year colleges will experience enrollment decline, and some are already taking the position that community colleges effectively served a purpose, but are no longer needed, for they can do it better. The proprietary schools are taking a larger share of the occupational market, particularly with the use of federal financial aid, and independent colleges and universities are becoming accustomed to public tax support through this source as well. In virtually every state independent colleges work

regularly with state legislatures with the expectation of support through tuition vouchers and other approaches.

Because of the growing discontent with education and with competition among priorities for limited tax revenues, state legislatures and state bureaucracies have entered much more strongly into decision making previously assigned to the local institutions. There is demand for more data, more information, better research and answers to questions, and greater willingness to set state priorities for education within which the institutions must operate. The increased requirements and regulation do not always produce the desired result. One of the more interesting developments is the tremendous effort to eliminate duplication and achieve systems coordination in order to save money, when almost all evidence indicates that the costliness of these efforts far exceeds any savings that would come from elimination of program duplication. The states also play a greater role in the financing of the local institutions, and obviously, this has brought more involvement in operating decisions. In many places there are state boards and even legislative bodies making educational program decisions for the institutions. Often community college administrators must manage institutions that are experiencing decline or stable enrollment patterns and simultaneous requirements for fundamental program change. Resources are decreasing, yet student diversity in every attribute continues to expand; thus programs must be redesigned to meet the needs of both a changing clientele and our changing world.

There are certainly problems on the faculty front as well—probably the most obvious is the result of the failure of higher education salaries and particularly community colleges to keep pace with inflation. Rapid changes have brought unions, and even where there are no unions, the same great concern for salaries and for job protection is in the forefront of much faculty activity. Further, the faculty that were hired during the growth years in many cases are not well suited to program requirements of the present time. Many of those faculty have been in the institutions a long time, and were hired for roles that have changed and to serve student bodies that no longer share the same characteristics. They may be nearing retirement with tenure, and are resistive to change. When enrollment is not growing, and retirements are just beginning to occur among community college faculty, management is especially difficult. We are, in fact, attempting to operate a very different program with the same personnel. The opportunities for individual

advancement that abounded in the fifties and sixties are simply not there because of the lack of growth. As a result of changing areas of need and the lower cost of part-time faculty, institutions continue to hire part time to replace the full-time personnel who do leave. Further, management flexibility is reduced by increased state rules, legislative actions, state boards, and no less importantly, by the increased expectation of individuals in the institutions that they will have a greater share in decision making.

A Gloomy Circumstance or an Important Opportunity

Looking at the current situation, one could easily become discouraged; however, current circumstances can also be seen as an important opportunity. As our nation undergoes a fundamental transformation, community colleges must adjust to fit into the new America. With all of the increased difficulties and stress there is also a unique opportunity to shape our institutions for decades to come. While acknowledging issues, we should not be defensive in reacting to critics. Certainly there are problems throughout the educational system, and in this period of change our services may not meet the current needs of society as well as they did in the sixties. However, we are in process of change, and we should lead that change in a positive direction.

The opportunity to shape the future is very real, and the community colleges retain many important natural advantages. These community-based institutions can be responsive to the expanding need for lifelong learning, and as we move into a literacy-intense period, the marriage of academic and occupational programs in the same institutions is particularly appropriate. While the need for professional personnel remains relatively constant, and that for semiskilled and unskilled continues to decline, the occupations in between—almost exclusively the educational territory of community colleges—are the areas of growth. The community colleges are maturing and losing some flexibility because they are better defined and because there is more legislative involvement and an aging staff. However, we are still far more flexible and able to respond than are four-year colleges and universities.

What Should Be the Nature of the Presidency?

First, the president needs to be an ideological leader. So many external forces are working to shape the destiny of the institutions.

The president must understand what is happening in American society, and be able to interpret events in terms of the role of the community college, and particularly his institution, in serving and improving the community. He needs to speak out on mission and assume leadership in building understanding and support for the institution. It is easy in this bureaucratic world to let one's life be shaped by the "in-box"—simply to react and let all of the paper that floods in, and the pressures and directions from others, shape what the president does. It is especially important in this period that the president be a student of the society, with the ability to step back from day-to-day pressures in order to shape his own work in the context of the larger developments of our nation and our world. He must be an idealogical leader for the institution and for education.

Second, the president must be an educational leader. Despite all of the added restrictions, effective and innovative institutional decisions are still possible. In the long run community colleges must be proactive in changing their services to meet the evolving needs of the community—they must take the initiative rather than wait for others to force changes. Quite clearly, some educational reform is necessary; the leadership for that reform should come from the president. In our maturing institutions it is certain that without strong presidential support the required changes will not take place.

Third, the president has to be more involved in political activities. Community colleges have been underrepresented at the federal level, and decisions there are impacting the institutions. Further, since more policy decisions are being made at the state level, it is also imperative to be deeply involved with the state legislature and bureaucracy. The day of passive boards, based on easy economics, is over. Local boards are more active, more informed, more involved, and more concerned. Difficult choices must be made about the use of resources, as well as establishing future direction for the institutions. Thus a great deal more involvement in political activity is essential. These efforts should be assertive and of leadership quality, with positive proposals and an attempt to be a force in shaping policy, rather than simply a respondent.

Fourth, public and internal involvement in political activity, defined in the broadest sense, is another area of increased emphasis. The president needs to be deeply involved with the leadership of the community in developing support for the institution and ensuring that the institution relates well to the community. This serves

to build a base of support for dealing with various political entities and in developing a public power bloc in support of the institution's programs. This activity also interlocks with fundraising in community colleges. As independent institutions have entered the public finance arena, community colleges must become involved in private fundraising. Internally, the politics of colleges have been described as some of the most intense, and there is cause for concern. In the eighties people want to have a "piece of the action," to be a part of decisions that involve them. Therefore a method must be developed to permit broad-scale participation, in balance with maintaining operational effectiveness and the capability to make decisions. In these times it is easy to create a circumstance where necessary management decisions simply cannot be made, or where the organization is ineffective because of failure to have participation.

Fifth, the president must be an effective organizer. If he is successfully involved with outside agencies, internal activities, and is an idealogical and educational leader, he must also be willing to delegate much of the operational responsibility to others. In order to delegate important tasks and still maintain cohesiveness of organization, there must be very clearly defined and well-understood responsibilities and a flow of necessary information to all parties. The president must be adroit at conflict resolution and interpersonal relations.

Without doubt the president of a community college has a more demanding and more difficult position today than twenty years earlier. There is more restriction on decision making and increased potential for tension and conflict. But there remains a unique opportunity to help shape the long-term future of America's most important educational institutions. I feel especially fortunate and would not trade my role for any other.

Excellence in the Making: The Process of Becoming a Leader

By R. Jan LeCroy

John Gardner cogently reminds us that although some have greatness thrust upon them, very few have excellence thrust upon them. Rather they achieve excellence. Further, they do not achieve it unwittingly by "doing what comes naturally." They don't stumble into it in the course of amusing themselves. Instead all excellence, especially excellence in leadership, involves discipline and tenacity of purpose.

I am described as a leader in the community college movement by virtue of the position I hold and the groups within which I exert an influence. But it is difficult for me to think of myself in any static way as a leader—as delivered full grown on a stage with this designation spelled out for an audience before me. I can, however, think of myself as one who has spent much of his life in the process of *becoming* a leader. Quite different images and dynamics come to mind when I think of the process of becoming a leader. Basically the "becoming" perspective enables me to think of myself as a builder. It takes me away from a smug, probably stifling, attitude of thinking about myself as having arrived, and puts me in a mode of analyzing not only my development to this point, but also my

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anticipated growth in the future. Thus, in this analysis, I want to concentrate on the process skills in leadership that are inevitably aligned with John Gardner's concept when he speaks of the discipline and tenacity of purpose necessary in the pursuit of excellence.

How does a leader evolve? If there are some attributes he generally begins with, and if there are ways to measure his effectiveness, what are the skills he needs to develop? Much leadership theory describes the leader full-blown. I am more interested in the *process* that brings him to effectively assuming and sharing power. Although I would feel uncomfortable about interpreting another leader's development in the community college movement, I am able to trace this process in my own life, and based on a number of informal conversions with others who have assumed similar positions, I suspect my own experiences are not unique.

These, then, are the skills I feel I have developed in the process of becoming a leader. There are eight I would like to discuss and, when appropriate, flesh out using my own experiences. I maintain that the process of becoming a leader includes *each* of these skills.

Evaluating Your Own Strengths and Weaknesses

When this is your mind set, life becomes a laboratory for learning. The other skills to be discussed may well depend on this one, on a willingness to evaluate and learn from personal experiences.

One phase of my own development comes quickly to mind. As a young man I worked for a time for Reynolds Aluminum. There I was encouraged, both by Reynolds and by a large insurance company, to make my career in sales. Such sales positions were described as lucrative, fast paced, geared to move motivated young professionals to the top of their companies. I knew I was at a fork in the road and literally took pause to complete a couple of days of vocational testing. It was a way to assess my own interests and aptitudes apart from the normal work routines that tend to consume us. As the psychologist interpreted the information I had provided him, he summarized this way: "If you stay in sales, you will be highly successful, but you will be bored in three or four years. You are, on the other hand, ideally suited to be an educator." The thought that came then and comes even now as I remember that session is, "I know that."

What happened that day was that I gave myself permission from that point on to base my career choices on my strengths and

interests, rather than on prestige or money or any of a number of other possible elements. A successful person in sales assumes an honorable professional stance, but it is a different one than an educator assumes. I have always been interested in building, not just initiating, but participating in the evolution of an enterprise, in analyzing how such growth occurs and in sharing what I know. I am an educator.

Great leaders sometimes self-destruct because they are not capable of acknowledging their own strengths and weaknesses. Alexander Hamilton, for example, though brilliant, was unable to come to terms with his own skills. He wanted to lead, but his life beliefs pushed him away from the democratic ideals courted by men like Jefferson and subjected him to a great deal of distrust by the public. He had an overblown sense of honor that got him in trouble again and again and eventually cost him his life. But he seemed not to be able to compensate for those early evidenced weaknesses, to avoid positions and situations that called them to the surface. His life points out that assessing personal strengths and weaknesses and acting accordingly is dependent on mental health and emotional stability. Whatever their innate abilities, our leaders need to be healthy and stable to develop this skill.

Learning From Negative Experiences

This is a skill akin to the first, but different. Even if I know my strengths and play to them, using them effectively, I will not avoid disappointment or even failure. There is a kind of energy that can be developed in a person that forces growth from painful experience. One of Gail Sheeby's basic attributes of a pathfinder, one who deals with the events of life with notable success, is the ability to learn from negative experience.

Our family moved a great deal when I was a young boy. My brother and I took different tacts in dealing with this reality. It was inconvenient, unsettling. But early on I undertook such moves as adventures. Each new place was an open door full of opportunity. I liked trying new things; I learned how to quickly acclimate. These techniques have served me well. My brother, on the other hand, withdrew. He remembers those times as painful and uninstructive. The difference may say as much about our personalities as our developing skills. But I do believe my approach is more useful for a would-be leader. I turned a potentially negative experience to the good.

A group of researchers at the University of Chicago, in a study funded by the National Institute of Mental Health, are analyzing the behavior of professionals who deal well with stress, especially negative stress. They hypothesize that something they call "hardiness" in an individual is one who can render the events of life as less meaningless, overwhelming, or undesirable than the general population might assume. In essence, the researchers maintain that these adults are able to transform negative, stressful events into more productive ones. Their research supports the conclusion I have reached experientially.

Risking Change: Being Open to the Creative Interruption

A number of studies have demonstrated that educators as a group are not generally risk takers. But to quote Swen Groennings, the director of the Fund for the Improvement of Postsecondary Education, "Achieving relevant and appropriate education in a changing world requires not just tinkering but real innovation." Thus educational leaders need to be risk takers. They need to have personally experienced the process of adapting to change before asking a large institution to change. I see a common thread that weaves its way through the conversations of leaders. They are not locked in; they are always finding new options.

I changed careers several times—from the army, to the corporate world, before turning to education. Certainly there were elements of risk in each of my career moves. I remember a conversation with C.C. Colvert who was then the director of the Community College Leadership Program at the University of Texas. The conversation occurred just after I had arrived in Austin to enter graduate school. I had quit my job with Reynolds Aluminum, moved my family, and settled in Austin before receiving Graduate Record Exam scores. I remember Colvert's amusement and gentle disbelief that I had taken such a step before I knew my scores would make admission into the program possible. Certainly I don't believe in foolhardy risk, but I do believe that leaders in the process of becoming must learn how to flex their risking muscles and trust in themselves.

Part of my own risking pattern has been to take advantage of the creative interruption. From time to time there is the opportunity to break out of ordinary patterns, even if only for a short time. These can be important periods of growth, not only because of what you

learn when you move out of the routine, but because of the adjusting skills that inevitably are developed. When I took a year out of graduate school, joining the commission staff in Virginia established to study higher education in that state, it was an invaluable interruption. It slowed me down in the short run, perhaps, but pushed me ahead for the long-distance tasks of becoming a better educational leader.

Finding Ways to Grow in Ordinary Times

I enjoy observing great men from the privileged vantage of hindsight. So many times the way a leader develops during those quite, somewhat routine times of life becomes critical in later years. I think of the long days Abraham Lincoln spent on horseback and the routine cases that occupied this backwoods lawyer. Ordinary tasks, surely, but Lincoln used this time to hone his skills, to test his principles and develop his personal style. And perhaps most significantly for the nation, he used the time to gain a clear, sharp image of the "common man" within our nation. This was to be a constituent group that he never forgot and on which he effectively focused his unique blend of pragmatism and compassion.

When I worked for Reynolds Aluminum I was assigned to supervise men, but part of what I undertook during that time was actually to learn the workers' line jobs. I wanted a clear sense of what their work lives were about so that I could better supervise. But I also wanted to work with my hands and learn their trade, if I could. It was an invaluable experience during a phase of my career that could have become quickly static. First, learning to run the rolling mills removed some of the mystique that such skills took years to develop. Then, by learning the skills of the workers I supervised, I put myself in a negotiating stance between management and labor. I didn't anticipate playing that role as I began; rather I was looking for a way to make the day-to-day tasks of my job interesting and equip myself to "coach" the workers. Perhaps part of the skills of using ordinary times revolves around one of cultivating perspective. I choose to see those times in my life that might be termed "ordinary" in creative ways. When I look back or forward, I don't look through a glass darkly. If anything, I add strobe lights. In other words, I think a developing leader is determined to find value in the experiences given to him. What a person does with the ordinary times sets the tone of his life, becoming a kind of touchstone, a way to measure a person's capacity for growth.

Juggling Several Balls at the Same Time

Developing leadership qualities means resisting the temptation to be linear in work patterns. To start and finish one task before another is begun is a luxury today's leader cannot afford. Thankfully, we are just now learning how much complexity the brain is capable of dealing with at a time when complexity seems more a part of our everyday lives.

A recent *Sports Illustrated* piece describes the experiences and routines of head coach Bill Walsh of the San Francisco 49'ers. The article captures the fabric of his life: the coaching tasks, the public relations expectations, the supervising functions, and the problem solving. His approach is impressive partly because he is willing to embrace complexity rather than to simplify coaching to its lowest common denominator. His approach is in stark contrast to an earlier breed of coach that tended to pride itself on finding a simple theme and developing it.

Before I became chancellor of the Dallas County Community College District, I was vice chancellor for approximately nine years. In that role, in charge of all academic programs, I needed to be an effective juggler. It was one of the things I enjoyed most about my work. Not once during those nine years was I bored. The zest for my work seemed to increase. If a large institution serving a complex metropolitan area like Dallas is not capable of doing a number of things well, simultaneously, it will not become a leader in the community it serves. Leaders must be able to orchestrate such complexity.

Reading About and Observing a Variety of Leaders' Work

For almost as long as I can remember, I have been curious about and preoccupied with the actions and thoughts of leaders. I have often read about them in libraries. I can recall taking a break from my engineering and math assignments in the library at West Point to browse through and selectively read in the hundreds of volumes there that consider leadership. Similarly, while at the University of Texas I can recall an afternoon of reading in the library stacks, on the thirteenth floor of the Texas Tower to be exact, and coming across this statement in Chester Barnard's volume on leadership: "You only have as much authority as people are willing to yield to you." He coalesced and focused for me what had already become an implicit dictum of my leadership style. I have eagerly gleaned

such information through the years. Through this process I also learned how not to do things by studying poor leaders. I must confess that this too has been a lifelong practice for me.

Building a Team and Learning From These Colleagues

A leader must learn how to surround himself with bright, skilled individuals, give them latitude to release their full creativity, and then learn from the team that is created. Perceptivity and openness are required of the developing leader who would coalesce with such a group. The brightest and the best come to us in a wide variety of packages. A leader needs to look past any preconceptions to discover talent. Then, if the leader gives these team members a loose rein, if he participates with them instead of always observing from a distance, he grows and the organization grows with him.

A year ago a fascinating documentary seeking to analyze the success of the television series *M.A.S.H.* captured the creative energy of an efficient team of professionals. Perhaps the most honored of all comedy series on television, *M.A.S.H.* has a powerful team format that enables the show to offer a quality product *each* week. Early in the week, actors, writers, and director sit around a large table and work together to refine the script. They insist that all elements be organically joined and push each other to make their product authentic. The effect of such give-and-take is electric! Again and again, *M.A.S.H.* team members interviewed during the documentary reported that they had been pushed beyond themselves by the dynamics of the team itself. And the various members described Alan Alda, the clear leader of the group, as the catalyst in this process because he was open and involved.

I have been lucky to be part of such teams. The combat unit I led after graduating from West Point became such a team. From time to time our infantry units were tested by performing for an officers' evaluation team. I can recall vividly how strenuously our team prepared for these tests. I remember one fastidious young man throwing himself in a huge mud puddle because at that moment our team's success seemed to require it. I believe I set much of this energy in motion by opening up to these young men and sharing more of myself than a typical young officer might. As a consequence, again and again the officers' evaluation team gave our unit top scores.

I am lucky to have such a team with me today, but it is not just luck. As I have looked to fill key staff positions, I have appealed

to the best talent I could find to come and be part of our district. Frankly, these professionals often come primarily because our team is so strong. Since there is a basic human hunger to be part of such a community, a leader is well served to further the development of a strong team.

Developing an Understanding of the Constituencies

A certain kind of leader, a "grassroots" leader, assumes responsibility, in part at least, because of his comprehensive understanding of the constituency he serves. This particular process, the selecting out of leaders from among our ranks, is very much alive and well in the community college arena. It is a particularly appropriate pattern for the community college to embrace. In fact, our institutional structures might be quite different had this not occurred. There is a strength and integrity about the growth of the service organization when its leadership has a fine-tuned understanding of those served.

In a way, it might be said that I just happened to "discover" the community college as my work arena. I certainly see a fortuitous good fortune in the timing of my career decisions and the circumstances that directed me toward the community college. But from another vantage my movement into the community college arena was a logical extension of my experiences to that point. My business experiences helped me. A community college president needs to understand and function well in the business arena. He also needs to understand and legitimize the concerns of "ordinary" folk. I often reflect on the contribution my father has made to my understanding of the people an open-door institution serves. He was a diamond in the making, a man motivated to improve himself, who learned to read architectural drawings, plans, and specifications at the kitchen table in the evenings. Open-door institutions like the community college were not available to him when I was a boy, but had they been, he would have used them well. As his son, I in turn understand the needs and desires of a first-generation college student because I was one.

In the final analysis, a person in the process of becoming a leader needs to match life experiences with the tasks at hand. There is nothing more debilitating than leading a group where they would not go.

In these ways I believe in the process of becoming a leader. I believe that the process is open to many who have the energy and

aptitude to grow through such development. I would, however, want to conclude this attempt to analyze and underscore the value of the *process* of becoming a leader by issuing one caveat. I do not believe that simply by taking thought and practicing, one can eventually become a superb leader. In other words, I do not believe that leadership is *only* the sum of its parts, only a composite of a cluster of skills. There is an intangible other thing, an intrinsic quality, a predisposition, which in my experience is more difficult to acquire. For me that intangible something is a human dimension. If I were pressed to define it, I would speak of the ability to make a lifelong commitment to something important, to something outside one's self. Happily, in most cases, a person willing to expend the effort that the process of leadership development demands has such intrinsic motivation—possesses such commitment. But that is not always true.

I would hope for great leaders in our community colleges. I can think of no initiative in our society more helpful in encouraging the nation's health than the community college movement. I would therefore hope that those of us who have been in the process of becoming leaders for some years would undertake to discover and nourish those young men and women among us who not only have the abilities and energy to undertake the process of becoming leaders, but who have the necessary underlying human dimensions as well. We need strong leadership committed to our worthy goal.

Leadership's Growing Edge: Currency in Community Colleges

By Alfredo G. de los Santos Jr.

Community colleges need, indeed must, continue to be aware of changes taking place in our society and keep abreast. Our ability to be current, amid the rapid changes we are undergirding as we move from an industrial to an information-based society, will determine to a large degree whether or not we continue to prosper and develop.

Every time I think, even hope, that our community colleges have such capacity for change, I remember how it was that the paleolithic educational system purportedly devised its curriculum. Harold Benjamin, in a fanciful accounting of educational change or lack of it, describes the saber-toothed curriculum. In the paleolithic era, it seems, the members of a small tribe developed their educational system to teach their children to do the things that would give them more and better food, shelter, clothing, and security. With that in mind, the first subject of the curriculum became fish-grabbing-with-the-bare-hands. The second subject of the curriculum became woolly-horse-clubbing. The third subject of the paleolithic educational system became saber-toothed-tiger-scaring-with-fire.

By systematically teaching their children the basic elements of this three-subject curriculum, the tribe prospered and was happy.

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They always had abundant amounts of fish and meat for food and skins for clothing and shelter, and lived secure from the saber-toothed tigers that menaced the neighborhood.

Now, one can assume that everything would have gone very well for the tribe if conditions had remained the same forever. However, conditions did change, and the life of the tribe that had been happy and safe became disturbing and insecure. Conditions began to change when a great glacier approached the area where the tribe lived. Every year it came closer and closer to the creek that ran through the tribe's land, until it reached the warmer water of the creek and began melting. The creek water, which had always been clear, became muddy, as the dirt and gravel that the glacier had collected on its journey dropped into the creek.

Almost immediately the life of the tribe changed. The fish would hide in the muddy waters and elude the best of the trained fish grabbers. The glacier's melting water also made the land a lot better. The stupid woolly horses slowly left the wet, marshy country, moving to the dry, open plains away from the paleolithic hunting grounds. They were replaced by little antelopes who were shy and fast and had so keen a sense for danger that no member of the tribe could get close enough to club them. The new dampness in the air affected the saber-toothed tigers who caught pneumonia, most of them dying. Instead, with the advancing ice sheet, came ferocious bears that were not afraid of fire.

Thus the tribal community found itself in a very difficult era. They had no fish or meat for food, no hides for clothing and shelter, and no security from the hairy bears. If the tribe was to remain alive, adjustments had to be made. However, the elders of the tribe who were in charge of the educational system would not make any changes. Eventually, though, changes did come. With a net in a short time fishermen learned to catch more fish than the whole tribe could have caught in a day using the old fish-grabbing-with-the-bare-hands techniques. With a snare in one night a hunter was able to secure more meat and skins from the antelopes he caught than a dozen of the old horse clubbers could secure in a week. A deep hole along a bear trail, covered with branches so that an unsuspecting bear would walk out on it and fall to the bottom, solved the bear problem so that the tribe had more security than before. Beyond that the bears yielded additional meat and skins.

A few thoughtful men began to ask questions as they worked. Some even criticized the schools. They asked why the schools

persisted in teaching the same old three obsolete subjects. But the wise elders who controlled the schools insisted that teaching the new courses would not be *education*, but would be mere training. The elders argued that the schools taught the old courses of fish grabbing, horse clubbing, and tiger scaring not to develop these specific skills, but to develop generalized agility, generalized strength, and noble courage. The elders insisted that true education was timeless, something that endures through changing conditions, that there are some eternal verities and that the saber-toothed curriculum was one of them.

The implications for community college administrators who examine this paleolithic educational system with its reluctance to change are obvious. And for us these implications go far beyond the curricular offerings to include facilities, equipment, faculty development, and administrative leadership. Even the education-versus-training debate continues in some circles in higher education.

Curriculum

Community colleges need to continue to assess their curricular offerings in view of the ever-changing environment in which we operate. In this era of rapid change the need for currency is even more crucial, as technologies change, seemingly from one year to the next. The impact of the computer and the related communications technologies alone is massive. We in community colleges need to keep abreast of these changes and revise our curriculum accordingly.

We have worked closely with representatives of the communities we serve, asking them to serve on our advisory committees, to guide us in the development and improvement of our occupational education programs. We must continue to do this, but perhaps we need to go beyond occupational education programs and ask for advice and counsel as we move to redefine our general education requirements. The "old verities" in our general education courses may not meet the needs of the students who will function in an information-based society.

Equipment

The rapid changes in technologies are also leaving our shops, clinics, and laboratories outdated. If we are to keep current, we need to invest more capital funds to obtain the equipment that our

students will be encountering when they leave us. If our students are going to be working with vines and young stout trees to snare antelopes, we cannot have our shops equipped with clubs and club making and repairing equipment.

In an era of declining or, at best, static enrollment, and in the face of a national recession, obtaining the new equipment will be difficult, if not impossible, for many institutions. Given this, once again, we must turn to our communities and ask for their assistance.

Business/Industry Relations

Our relations with the business and industry interests in our community should make it easier for community colleges to secure modern equipment. These business representatives know that it is to everyone's benefit for the students who graduate from the community college to have the education and training that will make them taxpayers and not tax eaters. Thus they can be helpful in assisting community colleges to get the funds needed to keep our equipment current. Business and industry can also be of immense value in helping our faculty keep current in the latest changes in technology.

Faculty Development

As important as it is for us to keep our curricular offerings and equipment current, the most important aspect of currency in community colleges is the faculty. If the faculty are not current, then everything else is for naught. A strong, comprehensive faculty development program that offers many options for development and growth, that is flexible, that is voluntary, and that provides incentives for faculty is essential.

Administrative Leadership

Strong, enlightened leadership from administrators is needed if community colleges are going to keep abreast. This leadership must be toughminded and must be able to deal with issues and problems, both external and internal.

To a very large degree it is the external forces that will influence and shape the future of the community colleges. Administrative leaders should keep abreast of these forces and, as much as possible, try to control them and their impact on the institution. In some instances where control is impossible, the administrators must

position the organization to react to the external forces to its best advantage. This means that the community college leader needs to be part-and-parcel of the fiber of the community to better prepare the institution internally to change as needed.

Dealing internally with change in order to maintain currency is challenging as well. The organization must be aware of impending external changes, their possible impact on the institutions, and the options available. As the institution moves to keep current, unpopular decisions will need to be made. As much as possible, enlightened leadership must involve internal interest groups in decisions. But the leader must make the decisions, tough as they may be. They will likely include the discontinuation of programs and services that are no longer viable, working with faculty whose skills are obsolete, and convincing the trustees to reallocate fiscal resources. Without leadership the possibility of the community college's remaining current in the face of fast change is remote.

In short, we cannot afford to be teaching students how to grab fish-with-the-bare-hands if the water is muddy and the fish cannot be seen. We need to teach them how to build nets. We cannot afford to be teaching as current practice that which is history. If the woolly horses have indeed been replaced by antelopes, our faculty skilled in teaching how to club the woolly horses have to retool so that they can teach how to build snares to catch the antelopes. Similarly, our clinics, shops, and laboratories have to be equipped to teach students how to dig and camouflage pits to trap hairy bears that have replaced the saber-toothed tigers.

We need to maintain currency if we are to survive, to develop, to prosper. The ability to remain current will be leadership's growing edge.

A Leader's Challenge: To Decide for Excellence

By Byron N. McClenney

Not to Decide Is to Decide
—*Harvey Cox*

What may be missing in all the talk about leadership, quality, and excellence is an essential ingredient for individual leaders and their organizations. The missing ingredient is *the will to decide;* the willingness to dream dreams and take risks for the benefit of the organization. In a society in which the only constant may be change, it is imperative for leaders to be proactive rather than reactive, optimistic rather than pessimistic, and to seek to order or control events rather than to be simply a victim of events. Nothing less will suffice now that community colleges have come of age in the world of higher education.

John W. Gardner wrote a slender volume entitled *Self Renewal* that offers help not just to individuals, but to organizations as well. He observed, "Each generation refights the crucial battles and either brings new vitality to the ideals or allows them to decay." The ideals that fueled the unparalleled development of community colleges

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still hold great promise, but individuals and organizations must find new vitality in fighting the crucial battles once again. The temptation to take the safe and easy course, to study issues to death, and to avoid conflict all work to inhibit leaders who seek excellence for their organizations.

Purpose and Performance

Implicit in any reasonable discussion of excellence should be a sense of purpose and standards for performance. How else can there be reasonable claims about the achievement of excellence? Failure to decide about the purposes of an organization can and probably should abort organizational thrusts toward excellence. One must decide that it is important to clarify and/or reaffirm the organization's purpose and then be willing to take the risks inherent in opening up these issues. Special interest groups surface quickly when there is a perceived threat to the comfortable way of conducting business. And, in truth, it may be difficult to define the conditions that should exist when an organization is at its best. But failure to set these directions is to decide to let the college drift and decay. Failure to set high standards is to decide to settle for something less than the best.

Given clarity of purpose and high standards of performance, it is then possible to seek the involvement of all who are a part of the enterprise, all who seek to move the institution to achieve the desirable outcomes. I believe that individuals and organizations share the need to strive for unrealized purposes or goals.

A Complex Task

Leading an institution to reexamine its purposes and set high standards is an act of will on the part of a leader. It is simply easier to avoid the effort. Leadership, however, requires action. A leader who decides to make a difference needs constantly to be involved in defining the difference between what is and what ought to be for himself and the organization. Assessing the forces at work, understanding the needs of people, weighing the risks involved in a particular action, and gaining insight into one's own motivation are critical elements for any person seeking to lead a college toward excellence.

Excellence is most likely to be achieved in organizations characterized by interdependence, mutual support, cooperation, trust,

and openness. None of these characteristics develops by accident. One must choose to foster the type of organizational climate or atmosphere most likely to allow for the fulfillment of institutional purposes. Open discussion, honest debate, and forthright decision making should prevail if leaders wish to establish a positive climate. This desire to create a healthy climate is as important as clarity of purpose and the establishment of high standards of performance.

Establishing the Climate

Any leader seeking to develop excellence must decide to take the risks inherent in assessing the current state of affairs. There is threat, however, involved in probing the functioning of any organization. As an organization reaches maturity, which is the case with most community colleges, a host of practices, traditions, and beliefs will have become entrenched. The style of early leaders, producing either a positive or a negative legacy, will have conditioned people to react to certain things. The presence or absence of policies will have had an impact on the ability of the organization to adapt its services. The extent to which the organization has led an "examined life" will influence the speed with which any leader can reexamine policies and procedures. Avoidance of such assessment is, however, to decide to allow the various interest groups to push and pull the institution up and down various paths. This is no way to achieve excellence.

Recognizing that there are competing interests within any organization may be an important point of departure. The trick is to involve people in this assessment of themselves. Even though there are risks, and it may take more time, people must feel that they have an opportunity to influence the affairs of the institution. As a practical matter, any leader concerned with developing excellence should want to obtain the best advice available. Gone are the days—if they ever existed—when boards made policy, administrators managed, teachers taught, staff provided support services, and students learned. That is not to say that the above-mentioned roles are not proper, but rather to point out the need to develop a sense of community among all groups to promote excellence. Shared goals are more likely to emerge when there has been a shared struggle to identify and deal with the significant issues of the college.

If all that motivates people is enlightened self-interest, then there is hope for the organization. Who wants to be a part of a second-rate

operation? A leader who wants to stimulate excellence will, however, attempt to motivate at deeper levels. He or she will decide to assume the best about people, to recognize that individuals exert more effort when their important needs are being satisfied in the course of their work. Beyond basic needs for security, salary, and benefits, these positive assumptions about people should allow the leader to tap the strength produced by shared values and expectations.

Expectations

Most people will endeavor to fulfill the expectations of those whom they trust and respect. As has been suggested, few people choose to be part of a second-rate organization. Similarly, few people want to work with those they cannot respect. If those statements are true, and I believe they are, then they become powerful incentives to lead people to develop shared goals and expectations of excellence. It is to their mutual benefit to create a healthy organization. A leader seeking to build an organization will decide to develop a strategy to confront people with this potential. Developing a strategy and working to implement the plan is in itself an act of will. Patience and persistence will be required in any case, but in a troubled organization the tests will be particularly troublesome. Patience may, in fact, be the essential ingredient of genius. A leader must be willing to take "slings and arrows" without responding in kind. In addition, he or she must reinforce high expectations for relationships and performance. Deciding to focus on issues and reinforcing the expectation that people of goodwill can come together to solve problems and set standards is an important step.

Issues Orientation

The leader has an opportunity to set the tone for the institution by demonstrating an ability to sort through the significant issues, select the ones with greatest impact, and lead discussions geared toward enhancing the organization. Again, this is an act of will. There will always be temptations to abandon a discussion that opens old wounds within the organization. Demonstration of a commitment to excellence and identification of issues to be faced will, however, boost the organization to look beyond personalities. Particularly troublesome and typical issues are performance

appraisal, budgeting, grievance procedure, promotion and tenure review, leave policies, affirmative action/personnel selection, development of salary schedules, position descriptions/role definition, institutional governance, and grading and attendance policies.

Any or all of these issues can easily divide people and make it difficult for an institution to achieve its potential. Deciding to openly face the issues in order of importance is a crucial choice by a leader. Avoidance of the critical issues is to decide to settle for something less than the best for the college. In deciding to face the critical issues one must also decide to involve the people who are going to be most directly affected by the outcomes of any deliberations.

Participation

One of the basic choices any leader will make is to decide at which end of the following continuum he or she would like to work: control or participation. This is not to say that a leader will not fluctuate some on this continuum, depending on the issue. Rather the choice is related to the need to accurately assess these forces and determine appropriate behavior at any given time. More times than not, the choice to provide for participation in discussion of critical issues is the choice most likely to produce excellence. One must be cautious, however, to avoid manipulation. If there is no option in the view of a leader, then he or she would be better off to simply explain the rationale for an action and take the action. There may also be times when a leader wants to "sell" an idea. There is nothing wrong with selling as long as people realize what is being done. The ideal situation is, however, the one in which there can be interaction, or even lively debate, before a final determination is made.

Excellent organizations, at least excellent community colleges, should be able to conduct lively debates. Because of the diversity of the students, the nearness to the community with all its political layers, and the idealism of many who are attracted to work in community colleges, it is imperative for a leader to initiate the struggle with issues. Taking and stimulating action is risky, but is the essence of leadership. It can become very lonely for a leader if efforts are not made to involve others in the affairs of the organization. On the other hand, involvement can be messy. Many are not skilled in conducting honest debate or open discussion of issues. Others may be motivated by selfish drives or political connections. However, the potential for consensus building makes the effort worth the risk.

The Leader

I have both stated and implied that leaders take action; they decide to make a difference in the organization. Responsibility, and one would hope authority, resides in a position. But leadership and the pursuit of excellence require choices and risk taking. A person who occupies a position with the potential for leadership does not necessarily become a leader. One must decide to exert leadership. Excellent colleges do not emerge without the exercise of leadership. No matter how effective an organization may be, there is always room for improvement. Either the organization will continue to develop or it will drift and decay. There is no middle ground. One must decide for development and excellence.

Not to decide is to decide.

The Organizer: Fundamentals of Effective Leadership

By Joe B. Rushing

Organizing for effective leadership is not a new concept. Several thousand years ago, in Exodus we read the advice given by a man to his son-in-law, one who occupied a leadership position of awesome magnitude:

> And it came to pass on the morrow that Moses sat to judge the people, and the people stood by Moses from the morning unto the evening, and Moses' father-in-law said unto him, "The thing that thou doest is not good. Thou will surely wear away both thou and this people that is with thee. For this thing is too heavy for thee. Thou are not able to perform by thyself alone." And Moses chose able men out of all Israel and made them heads over the people, rulers of thousands, rulers of hundreds, rulers of fifties, and rulers of tens, and they judged the people at all seasons. The hard causes they brought unto Moses, but every small matter they judged themselves. (19: 13-26)

In those six sentences are found four fundamentals of organization: span of control, delegation of authority, logical assignment, and unity of reporting. They also describe, albeit in King James English, conduitions that may too often exist in educational enterprises.

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Defining Leadership

Assigning a definite meaning to the concept of leadership can become a complex exercise. In response to the question, "What is the meaning of leadership?" most persons will begin naming traits. Terms like "honesty," "fairness," "integrity," and "good judgment" are likely to emerge early in the discussion. Charisma, style, or other characteristics often associated with a recognized leader may be added to the list.

But there are flaws in the traits concept of leadership. First, the terms are often so broad as to defy meaningful application. A second difficulty grows out of the obvious fact that few people possess all of these traits identified with a creative leader, and outstanding leaders may be found who lack one or more of these characteristics. If, for example, on November 14, 1940, Winston Churchill had exhibited the traits of "openness" and "candor," which college faculty so often profess to admire in their administrators, the outcome of World War II might have been different. At the same time, there are those who possess almost all the obvious leadership traits but who are not excellent leaders.

The third and perhaps most serious fault with the traits concept is that once an adequate list has been assembled, it is still difficult to visualize leadership. The list of traits does not tell one how to develop or improve leadership ability. The crucial question becomes how to develop honesty, fairness, and integrity.

I would suggest another way to measure leadership. This method evaluates what the leader accomplishes. It is an action concept of leadership. The pivotal question is, "What are the results of effective leadership?" In community colleges that question requires looking at what accomplishes the mission of the institution. It requires establishing the effective use of all resources to achieve stated objectives. These are the products of good leadership anywhere.

If we accept the action concept, then what results do we expect management to achieve? Coming immediately to my mind are the leader's ability to develop a willing, cooperative workforce; a skilled, trained workforce; a smoothly operating organization; an organized, purposeful staff; and a progressive, continuously improving organization.

With this perspective on leadership acting as a backdrop, it is useful to examine the leader as an organizer. How does one arrange and manage available resources to ensure desired results? There is no standard organizational pattern to fit every enterprise with

equal utility. An organizational chart tells only part of the story. The appropriate structure for a community college depends on many things: its philosophy and mission, the size of the institution, its legal structure, and the people who carry out its mission. There are fundamental elements, however, that I believe are applicable to all organizations, whether they undergird efforts in business, the military, education, or public service.

Span of Control

Problems in span of control may surface in various ways. A supervisor gets too busy to do adequate planning and coordinating; usually the quality and quantity of work will be reduced before the supervisor can assess problems and take corrective measures. Frequently staff development will be neglected or nonexistent. In addition, both professional and classified employees will become confused because of insufficient direction. Conversely, a supervisor may give employees too much supervision. When this occurs faculty members often become resentful; they may chafe, for example, if department or division chairpersons are perpetually looking over their shoulders. A supervisor who attempts to perform the work of others upsets plans and workers.

The first cluster of problems results when the leader's span of control is too great. The second cluster is more likely to occur when the leader has too few responsibilities and too few people to supervise. In either case, these difficulties will inhibit the practice of creative leadership.

Most discussions about span of control revolve around the number of people to involve. How many instructional divisions must exist before the dean needs an assistant dean? How many faculty members can a department chairperson supervise without a major reduction in teaching load? How many maintenance workers can be directed by one foreman?

However, the problem is more complex than mere members. Other factors have impact on the span of control as well. The nature of the work involved is one such factor. In the comprehensive community college, instructional departments, student development services, learning resources, and a wide array of administrative activities constitute a highly complex entity. Major differences exist between the work of more traditional faculty and faculty teaching in newer career programs. An English class taught in the traditional mode may be vastly different from the same course offered by television.

Even the manner in which the leader organizes resources may have a bearing on span of control. The perception of a service or function may determine its location in the organization. In the early days of the Florida community college system, for example, it was not uncommon to find admissions responsibilities assigned to the chief business officer. Of course, in a very small college a leadership position must include widely diverse duties.

In a growing community college the normal desire for success can lead to imbalance. Emerging new services or programs may be assigned to people of proven competence and energy with too little consideration given their already heavy duties. In the multicollege or multicampus institution still another element is introduced as part of span of control considerations. The central management team will find the distance between campuses affects their work. All things being equal, span of control is increased when distances between units become greater.

There is no unassailable formula by which an ideal span of control is determined. But there is no leadership task of greater importance than the continuous study and identification of span of control problems so that needed changes can be made. Effective adjustments in an established institution may be more difficult than merely redrawing the lines and boxes in an organizational chart. Normal staff vacancies, through retirements or resignations, often provide corrective opportunities. Good management practice should include a requirement to restudy the organization at any time a leadership position opens.

Logical Assignment

That logical assignment is a fundamental organizational task should be self-evident. At the same time, in practice this organizing task is not so simple as to have uniform application. What may be logical assignment in one organization will not necessarily be in another. The size of the college and the complexity of its programs affect the assignment of responsibilities to accomplish its mission. Another important consideration is the philosophy of the institution and its chief executive officer. Logical assignment deals with the way work is divided and with how this work is then clustered. When this organizing process is successful the effectiveness of the leader is greatly enhanced. The professional development of staff, worker satisfaction, evaluation of effectiveness, and reduction of unnecessary duplication are outcomes that generally

accrue. For example, most community colleges have a strong commitment to counseling as a cornerstone of student development. But in one institution this function is carried out by professionally trained counselors who have no other responsibilities. In another college counselors may be asked to spend part of their time in the classroom with regular teaching assignments. This latter approach does not automatically violate the principle of logical assignment. But the logic should emerge as an institution develops its philosophy as problems result. The leader must be able to clarify the institution's mission and to organize tasks efficiently and effectively.

Delegation of Authority

This organizing task is the one that causes the leader most sleepless nights. Effective delegation goes beyond writing job descriptions and drawing unbroken lines on the institution's organizational chart. It is a crucial part of leadership that calls for special skills and attitudes. The leader must first have the skill to evaluate people and determine the likelihood of successful performance. Delegation requires trust in the abilities of subordinates. It requires a willingness to allow this associate a measure of freedom in operational style. Delegation of authority is the chief "risk" element of any enterprise.

The inability, or perhaps unwillingness, of one in a position of responsibility to delegate authority results in frustration and ineffectiveness both among leaders and those being led. The application of the principle can mean the difference between profound satisfaction in a job and utter misery, the difference between a creative and dynamic community college and a moribund institution.

A frequent misapplication is delegation of authority that is more apparent than real. There are college administrators who profess to delegate authority and who, in all honesty, feel they do so. In truth, however, they are delegating responsibility to persons who must operate within narrow guidelines laid down from above. If top administrators feel it important to practice their own leadership styles, they must be willing to allow this among subordinates. Leaders who involve themselves in a plethora of minor details, who are constantly pressured for time, and who always want to personally "do the thing right" are doing themselves and their colleges an injustice.

Delegation of authority is not a means of avoiding responsibility. It is an essential quality of creative, goal-oriented leadership because it allows persons to assume all of the responsibility they need and are capable of carrying.

Unity of Reporting

This fundamental of organization, which is often listed first, takes us back to another Biblical admonition: "No servant can serve two masters, for either he will hate the one and love the other, or else he will hold to the one and despise the other" (Luke 16:13). But although this principle is not new, the complexity of a college makes its application as difficult as it is desirable. There are scores of networks alive in an institution. Faculty members go directly to the library staff for services; administrators work with media production employees; deans make requests of the custodial staff.

But it is possible to have this collegiality and still have unity of reporting. Leaders must ensure that a classified worker reports to a single supervisor. They must free faculty from conflicting or confusing policies and direction from multiple offices. Their work will proceed without disruption because employees know who is in charge.

In recent years a number of developments have occurred in community colleges that may improve unity of reporting. The instructional development officer has emerged. A staff officer, or director of employee services, may work directly with classified employees. In the 1960s appointment of an ombudsman was a frequent response to student unrest.

What has this done to clean or clutter reporting lines? It depends on the leadership. Such positions, as important as they may be, to improve the workplace or support the mission of the college, must never be used as a substitute for good organization or become a system to circumvent proper authority. There should be no employee in a community college who does not know to whom to report. Further, employees should know the rules and procedures for evaluation and the persons responsible for making this evaluation. The end result will be an organization designed to ensure that all segments can exist and work effectively together.

Leadership's Common Element

Developing within the larger community a positive image, responding to pressures, shaping legislation, promoting business

alliances, and securing financial support are all visible aspects of the work of the chief executive officer of a community college. Within the college this executive's efforts, such as directing the instructional program, encouraging innovation, evaluating progress and people, and maintaining a flow of support services, are not so visible, but constitute the heartbeat of an institution. Certainly there will be differences in approach and style among leaders who set about these tasks. But there is one element in common. Those who are the most effective leaders are those who organize to become so.

Agenda for Excellence: Leadership for the Board

By Benjamin R. Wygal

A significant event occurs at our community college every month. The district board of trustees holds its regular monthly meeting. How can a regular board meeting be significant? After all, a board meeting is a routine monthly occurrence, sometimes dreaded, sometimes endured, and generally painful to prepare for—but not at our college.

I look at each month's board meeting as a significant event. It is a time to put teeth into the quest for excellence. It is a valuable time to talk with those in a unique position to communicate with the community, a time for faculty and staff to see all our work come together.

In other words, our college's monthly board meeting is a time to celebrate excellence. We can observe it, honor it, and ensure continuation of it. Does all this seem a little lofty, a little overplayed? I think not.

Fundamental to its policymaking, our board represents the community to the college and the college to the community, and since the cooperative development of community-based programs and services is the overriding mission of our community college, the

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quest for excellence must start here. Perhaps my most important leadership role is planning, facilitating, and guiding the activities of the board to encourage a healthy continuity between the college and the community.

One recent celebration of excellence included several items that ordinarily might appear mundane: the trustees took action to approve several personnel, curricular, budget, purchasing, and facilities recommendations. They also formally adopted two policy revisions. And they felt comfortable in their preparation for these decisions; they had the time, information, and rationale needed to take such actions. They also understood that their actions would play a part in ensuring excellence. This, then, was the board's official business.

But the trustees also took time to congratulate the women's cross-country track team on winning a national championship. They entertained and talked with distinguished visitors—the president of the American Association of Community and Junior Colleges (AACJC) and the director of Florida's Division of Community Colleges. They listened to staff reports. They previewed coming attractions, looking at future issues facing them and their college. And finally, they provided an opportunity for public comment. After the closing gavel fell they enjoyed fellowship with each other, with key executives, and distinguished visitors at an informal dinner prior to attending the opening session of the statewide convention of the Florida Association of Community Colleges.

Is this an unusual format for a board meeting? No. Doesn't this all take a lot of time? Yes. But when board members feel that the time is well spent, then that becomes my payoff as I work with them to encourage excellence. In the quest for excellence perhaps my most important role is in planning, facilitating, and guiding the activities of the board to accomplish that primary connection between the college and the community. It is a team effort at our college, beginning with the executive vice president and me. We attempt to accomplish the task in several ways.

Organizing a Structure of Deliberation

I try to assist trustees by organizing an effective structure for their deliberations. From the development of the agenda to the closing of the monthly meeting, it is important for me to focus the deliberations and decision making of the board. If they flounder for lack of focus, attention to excellence suffers, and I consider it an organizing error on my part.

My staff members develop agenda items following a specific format:

1. To state clearly the recommendations for action;
2. To cite the authority given the board by state statutes and rules as well as by its own policies;
3. To spell out justifications; and
4. To give a rationale for the recommended action--how it will support excellence within the college and community.

Further, one of my leadership responsibilities is to see that all legal requirements have been met regarding the agenda and the public announcements of the meetings. If we do not handle these arrangements correctly, then the board cannot perform as it should. Time is wasted and much frustration is experienced.

The trustees' committee meetings have been organized at regular meeting times, with staff assigned to present and support the recommendations. Since real quality issues are actively discussed in these committee meetings, staff must be prepared to relate any recommendation or issue to our district's quest for excellence. For example, if the committee is reviewing recommendations for the purchase of microscopes, we will bring in a biology professional to speak not only to the quality of the hardware, but to how the addition of that equipment will enhance the excellence of biological sciences.

The actual board meeting must run smoothly or we will wear ourselves out and run the risk of losing the enthusiastic support of board members. I have found it very important to work carefully with the chairman of the board to develop and follow a standard format for facilitating the meeting and avoiding procedural questions that might bog things down. Even though I mail out agendas and supporting information to the trustees in advance, for the official meeting I provide each member with a notebook that is tabbed and coded for quick study at hand. Sample motions are provided to committee chairmen so they do not have to struggle to make a motion fit the language of the recommendation. Handouts are developed in advance that meet certain standards. Whatever the amount of information that must be distributed, we control it.

The college counsel attends all board meetings, serves as parliamentarian, and provides legal expertise. (Of course, he has been consulted on legal issues during the development of the agenda.) Finally, the chairman is provided with a specific format and announcements for the public-hearing portions of the regular meetings.

Providing Adequate Time for Consideration

Trustees need to feel they have adequate time to consider important decisions. My leadership role in this regard is basically to think through how much time will be needed and determine the approach needed to facilitate the best use of that time. I certainly do not want many surprises from the trustees, and they should expect none from me.

Our committee structure provides one of the best mechanisms for introducing plans and issues that are specifically related to a particular committee's area of responsibility. Conversely, in working with the committees my staff develops a feel for how much lead time is needed. For example, if the facilities committee expresses an ongoing concern about change orders on a project, we should be alert and offer more time to consider future change orders. Thus we plan better, and lay out our projections carefully.

Although advance time can be gained by the use of carefully conceived and developed mailings to the board, I much prefer using the information and reports section of the monthly meeting to present larger developing issues as previews of coming attractions. The issues usually transcend the scope of a particular committee and require considerable thought by the entire board. An example would be the legislative audit by the office of the auditor general, which is required each year. As a member of the Florida system of community colleges our institution is subject to such annual scrutiny. Information is provided to the board regarding the arrival of the auditors, their preliminary findings, and the college's response to these findings, so that the final audit's release does not seem sudden. We hope to avoid such big surprises. Incidentally, we reported on just such an audit at the meeting referred to earlier. The report was good, but along with it we informed the board of a cutback in state funds to take place shortly. The information report announced that the cutback would adversely affect the breadth of services we could offer, and promised a followup at the next meeting specifying the cuts to be made and projecting the impact on excellence.

An annual occurrence that allows us to provide adequate time for consideration by the board of trustees is the presentation of the annual budget. There is always a time crunch between the action of the legislature and the deadline for budget adoption set by statute. Despite this race against the clock, I feel it is my leadership responsibility to gather the trustees for a full-blown workshop

on the budget at least two weeks in advance of the formal board meeting when a vote will occur.

At such a workshop session no votes are taken. In fact, the session is publicly announced in such a way that legally no action can be taken. The pressure is off. Key administrators involved with the budget process make written and oral presentations. Again, the emphasis is on how each area of the budget relates to ensuring excellence. Full opportunity for questions and dialogue is provided. Then, with the two-week time lapse before the regular board meeting, trustees have opportunity to review the figures, resolve any doubts, and make informed decisions.

Finally, special orientation workshops are provided when a great deal of information is required by the board to make future weighty decisions. For example, we have had to look at the future of administrative data processing at the college. Since we knew that our system would require continued updating and enhancing, we developed workshops for the trustees on administrative data processing. The workshops included a review by staff of how a computer works, a consideration of advances that have been made in the field, projected developments in the future, and the range of applications that the computer can handle. Also, a tour of the computer facilities was conducted by the manager. Selected department heads, such as the registrar, the budget officer, and the systems officer for curriculum, demonstrated specific applications at a computer terminal. Good dialogue and learning took place. Quality board decisions in the future about administrative data processing are likely and the maintenance of excellence in this area is assured.

Facilitating Perspectives on Excellence

All of the board's activities should ensure excellence in the community college. In addition to providing organization and time management, I seek ways to facilitate the board's understanding of and involvement in excellence.

At each regular board meeting, time is provided for presentations by the head of a department or program. Involved administrators, faculty, staff, and most importantly, students appear and give firsthand accounts of their experiences. They explain what the programs mean to them. The visit by the championship cross-country women's track team was such a presentation. Frankly, some of these reports are quite touching. The trustees get very

much involved; they ask questions, and they identify more closely with the mission of their college.

I have observed that trustees most treasure these human encounters. It helps them maintain a true perspective, reminding them of what their community college is all about.

I also invite the chairpersons of the faculty senate and the career employees council to attend each monthly meeting and provide a specific time during the information portion of the agenda for them to share their work with the board. In similar fashion, employers, advisory committee members, and foundation governors from the community frequently visit meetings and appear before the board.

Developing Confidence in Leadership

Every encounter that my staff and I have with the board of trustees should build trust in the leadership of the college. I have found it important for the trustees to understand how the internal decision-making process works—how the board agenda is developed through staff, for example. Designated administrators are assigned as staff support to board committees, with responsibilities that include the development of minutes. Even information presentations to the board are usually assigned to the most knowledgeable administrator.

Activities that involve staff with trustees are beneficial in several ways. The trustees gain confidence in the larger leadership group; they understand that administration is a team effort and gain assurance that the president is not orchestrating some scheme to withhold information or "pull the wool over their eyes." On the other hand, it gives staff their own professional development time, helping them learn to make cogent, sharp presentations to the trustees.

Encouraging Professional Development and Association

Like college employees, the trustees need opportunities to fulfill growth and affiliative needs. Over the years, I have worked to foster professional development and association among trustees. I encourage membership in the Association of Community College Trustees (ACCT). In fact, I automatically include it in the annual list of institutional memberships. Six of our eight trustees participated in the last national convention. Our board chairman was elected director

and appointed to an important committee. I coordinate the mailing of information from ACCT to the trustees. I do the same for materials sent by the Florida Association of Community Colleges and its Trustees Commission. Our board vice chairman was elected vice president of the commission.

Such activities provide opportunities for the trustees to exchange experiences and ideas with colleagues from boards across the country. They always gain from the experience and come back with more pride in and identification with the excellent programs and services of their community's college.

The appearance at a meeting of our board by the president of AACJC and the director of the Division of Community Colleges is another example of opportunities for professional association. My role was to facilitate these activities.

Many of the preparations for the next meeting of the board of trustees have been completed; others are well under way. All the concepts discussed here are already at work: the trustees will have both structure and adequate time for deliberation (I don't intend to have any big surprises in store for them); the college staff will perform in such a way as to reinforce the trustees' confidence in our leadership; all recommendations and presentations will focus on the pursuit of excellence; and the meeting itself should be a pleasurable professional experience for them.

The central purpose of all the activities of the meeting will be to encourage this primary interface between the college and the community in order to ensure excellence. We're working hard to provide the leadership to make these meetings a celebration.

Responsible Leadership: Tipping the Balance Toward Institutional Achievement

By Richard C. Richardson Jr.

Three central issues subsume most of the problems community colleges confront under current conditions of fiscal constraint. The first involves the question of whom community colleges should serve. If the answer is *everyone* or *the total community* as advocated by many community college leaders during the past two decades, there are no reasonable limits on the range of activities in which community colleges ought to engage.

A second major issue involves what should be done for those who are admitted. If the entire community constitutes the student body and all objectives of those attending are equally important, then there is no basis for limiting some activities to improve the quality of others. Instructionally, our principal strategy has involved the use of low-paid, part-time faculty who are not expected to provide the same services as full-time faculty, and this strategy adds to, rather than subtracts from, the concerns of those who fear reductions in quality. Clearly, one alternative to serving everyone to some minimum extent would be to provide more extensive services to a more limited clientele.

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A third and final issue involves who should pay for the services provided. If everyone deserves equal services, and all objectives are equally meritorious, then we should resist the attempts of legislators to set priorities for us through their differential funding formulas. Our response to such efforts, as confirmed by the Breneman and Nelson study (1981) of community college finance, has been to make all of our courses look as much as possible like whatever the legislature is funding at the highest level. In this way we have been able to maximize both our enrollments and our income. Unfortunately, designing courses that confuse legislators and state agencies requires considerable artistic skill, and the results achieved may confuse our faculty and students about institutional priorities and standards. As an alternative we might argue for greater concentration on courses that are key elements of degree programs. These would be accompanied by careful differentiation of the purposes each course is designed to achieve, as well as prerequisites and standards of performance for those who enroll.

More time could be spent identifying issues; however, all of them tend to be variations of these fundamental questions of mission and priorities. As previously noted, there are many who argue both sides of these issues, and the opposition is not necessarily unsympathetic to the need to provide access. They are simply asking, access for what purpose and at whose expense? These are perfectly legitimate questions. Those who led the movement to have community colleges become community-based learning centers rather than colleges made two fundamental errors in judgment. They assumed that funding formulas guaranteed additional income, regardless of the number of students who enrolled, and that student numbers would translate into political support for enriching formulas to keep up with costs of inflation. There is growing evidence of the difficulties with the unlimited-resources-for-doing-good assumption. A survey recently completed in Arizona adds interesting insight to the assumption about political support (Richardson, Doucette, and Armenta 1982). Part-time students in community colleges did not favor tax support for many of the courses in which they were enrolled. On the average they were more negative than state legislators on this issue.

Directions for the Eighties

Despite current pessimism about fiscal constraints, it is important to recognize that there are worthwhile objectives that could

be pursued by community colleges without increasing their costs. These objectives address quality and student achievement, concerns that a number of national leaders have suggested will replace access as the focus of public policy in the eighties. Let us examine three.

The first objective involves examining our definition of what it means to be open door. At one extreme this philosophical commitment has been interpreted as requiring the admission of anyone eighteen years of age or older, along with an effort to treat those admitted as regular college students, in terms of such criteria as earning degree credit and remaining qualified for financial aid. Accommodating those without adequate reading or writing skills has required the development of remedial programs to teach elementary reading and writing skills, along with placement procedures to ensure that students enter educational programs at appropriate levels. Where placement procedures have not been well handled, faculty and students in regular college classes have been required to contend with students who lack the skills necessary to maintain existing standards. Colleges have been placed in the ethically precarious position of finding some way of awarding degree credits to students whose only discernible achievements may be moving from a third- to a fourth-grade reading level during a course of a semester in order to keep these students eligible for financial assistance. The impact of including students with serious academic deficiencies seems to be offering less rather than more opportunity, at least if we judge by the numbers completing degree programs or transferring to baccalaureate institutions.

An alternative to current practice would involve redefining the open door so that admission was limited to those who were high school graduates or who had successfully completed a high school equivalency examination. Such a policy would have two immediate impacts on the community college. First, it would reduce costs by limiting the number of students eligible to attend. Second, it would reduce the range of academic experiences a community college was required to offer. Arguably, it would improve the quality for those who did attend by reducing the range of academic skills a particular class would need to address.

Applicants who lacked high school equivalency could qualify for admission by completing an adult basic education program and passing an equivalency examination. Depending on the state, the program might be administered by a high school or a community

college. The important point, however, is that regardless of who administered the program a student would not be admitted to a community college and thus would not be eligible for financial assistance designed for college students until the equivalency had been obtained. Of course, students without high school equivalency might still be accommodated in credit-free community service offerings, but they would be barred from enrolling in courses offered for degree credit. This arrangement is nothing more than the practice followed by most community colleges in the early sixties.

We might also consider changing some of the practices that currently characterize the educational program. In our efforts to serve students who attend part time, taking only a single course, and who are not interested in pursuing a degree, we have reduced our emphasis on scheduling advanced courses required for graduation. In effect, we have allowed the overwhelming number of part-time students to shape our programs to the extent that they no longer fit the needs of the full time or those interested in earning degrees. Under such circumstances it is difficult to define, let alone evaluate, what constitutes appropriate progress. When our shifting emphasis toward the part-time student is combined with grading practices permitting withdrawal through the last day of classes, the effect is to create a self-driven system in which individuals may continue to enroll forever without making discernible progress toward any of the objectives that led to the establishment of most community colleges during the sixties and early seventies. This flattening of the curriculum has contributed to the declining number of transfers to four-year institutions, as well as to very low completion rates measured by any criteria you wish to apply. As in Vietnam during the latter stages of that conflict, body counts have become the primary or exclusive measure of the extent to which objectives are being achieved.

The obvious alternative would be to emphasize program completions rather than course enrollments as the primary criteria for evaluating the extent to which community colleges were achieving objectives. An emphasis upon program completion would alter many priorities including those related to scheduling practices and student advising. If community colleges are in the business of providing opportunity with excellence, as suggested by our national organization, one could argue that those who complete programs have more opportunities than those who complete a series of unrelated discrete courses. Of course, emphasizing program completion

would require changes in funding practices, but in the current climate such changes may come more easily than the allocation of additional resources necessary to continue current emphasis on course enrollments.

A third area we might consider where objectives might be altered involves programs for remediation. In the early sixties, when we emphasized high school equivalency for community college admission, students who entered were most commonly enrolled in regular academic courses and were left to sink or swim. When too many of them sank we established remedial courses that initially represented a downward extension of existing college-level courses. When the first downward extension didn't get the job done, we added subsequent downward extensions, which didn't get the job done either but at least had the virtue of causing more remedial students to become discouraged before they reached our regular programs. Initially, we designated remedial courses as noncredit; but in the seventies, under pressure from a growing tide of nontraditional students and the impact of federal financial aid policies, we authorized the award of credit for such courses but limited the total number of hours that could be applied to a degree to the number required to keep students eligible for financial aid. Most recently, confronted with evidence that the accumulated deficiencies of our students were outrunning our ability to generate new, lower-level remedial courses, we have altered the objectives for remediation so that attaining improved academic skills need not any longer be a criterion for success. If students who enroll in these courses achieve their objectives, whatever these may be, and remain enrolled, these developmental programs become by definition successful. Again, we have pursued objectives that have increased enrollment without changing the numbers of students who subsequently go on and achieve success, as measured by the completion of a regular certificate or degree program. Many faculty suspect that the objectives of students who enroll in such developmental programs may be as much to remain eligible for financial assistance as to improve their academic skills.

If we limit admission to those who have achieved high school equivalency, we will eliminate the need to offer some of the developmental and remedial courses now in place. Given the relatively low demands of the high school equivalency examination, along with the differences in competencies presented by high school graduates who have been victimized by social promotions,

there will still be a need for remedial work. The question is, with what objectives and for how long? If we assume that the most important reason an individual can attend a community college is to take advantage of the opportunity represented by completion of an occupational or transfer program, then it would probably make sense to return to an emphasis upon remedying deficiencies in academic skills as the purpose for all remedial work. As far as time is concerned, the former Carnegie Council studied this problem at some length in the seventies and suggested that colleges should establish what they termed a "foundation year" to provide students who entered with academic deficiencies an opportunity to correct them (Carnegie Commission on Higher Education 1970). If community colleges generally followed this practice, equated of course, to take into consideration the patterns of attendance for part-time students, they would simultaneously establish standards for student progress and limit the amount of their resources they would need to devote to the highest risk category of students admitted. Of course, this would increase attrition rates and reduce enrollments. However, it may be time that we faced up to the proposition that serving high-risk students is risky and that we cannot expect the same persistence rates from this group that we would hope to achieve from those who do not enter college with a variety of academic deficiencies accumulated over twelve or more years.

All of these objectives involve establishing reasonable limits around the academic competencies of those served and the range of educational programs offered to them. They are strategies for determining where reductions should be made and applying them so as to emphasize the quality of the programs that remain, along with the intent that a higher percentage of those who are served will complete some program offered by the college. Clearly, when a community college system experiences serious reductions in support from the state, fewer students will be served. Strategies must address the issue of where such reductions in service should be concentrated. Current practices, in many instances, tend to spread these reductions rather uniformly among all who apply. The objectives identified above would concentrate these reductions among those with the least opportunity or the least interest in obtaining a degree. By some definitions the quality of the enterprise would be enhanced significantly by taking these steps.

Getting From Here to There: Institutional Management

Changing directions in a complex organization involves the process of setting goals, determining priorities, and the systematic use of organizational resources to attain those priorities. Because administrators control the decision process, they can determine the priorities of their institutions as well as the methods through which these priorities are selected. Alternatively, they can avoid setting priorities by choosing to deal with disturbances as these arise.

We might conceptualize these differing approaches as representing the essential difference between managers and leaders, as suggested by Selznick (1957). Managers know their organizations are headed in an appropriate direction—their central focus is to get there as efficiently as possible. In contrast, leaders are concerned about where their organizations should be going, especially when the external environment threatens the achievement of success as it has previously been defined. Leaders focus on issues of effectiveness as distinct from efficiency, which is the central concern of the manager.

Selznick describes the responsible leader as one who avoids both opportunism and utopianism (p. 149). He defines opportunism as the pursuit of immediate short-run advantages in a way inadequately controlled by considerations of principle and ultimate consequence. Much of the development of community colleges during the past decade has been properly described as opportunistic.

Closely related to the emphasis on opportunism has been the resort to the second danger Selznick warns about, utopian thinking. We engaged in utopian thinking when we overgeneralized the purposes of our institutions from the functions defined by societal needs for access and educational opportunity to the functions of the community-based learning centers for which no task that anyone wanted performed could be characterized as too difficult or too trivial. When resources to carry out these unlimited functions become an issue, we resorted to a second form of utopianism identified by Selznick. We assumed that the solution of technical problems involving the use of computers and television would, in turn, solve institutional problems (p. 148).

According to Selznick, the failure to avoid utopianism and opportunism carries with it the risk that organizations will become vague and abstract rather than convey a clear sense of purpose. Because they fail to convey a sense of purpose, they are unable to mobilize the support of their staffs.

But the most serious problem faced by managers during a period of contraction is that their increasing search for greater efficiency in accomplishing current activities may cause them to overlook the need for evaluating the relevance of those activities to a changing external environment until it is too late. By contrast, responsible leaders seek to alter institutional practices to preserve institutional integrity by asking and answering questions about goals and priorities. How do they accomplish this?

While leaders must be concerned about efficiency as well as effectiveness, and managers must be concerned about direction as well as efficiency, leaders differ from managers primarily in the degree of emphasis they place upon reexamining institutional purposes and reorienting organizational members to new attitudes and behaviors that may be required to achieve new goals. They are also in the business of building consensus about what the new goals should be.

Simon (1965, p. 11) has noted that there are two ways in which the behavior of employees can be influenced. The first involves establishing attitudes, habits, and a state of mind that lead to employees reaching decisions that are advantageous to the organization. The second involves imposing on the employee decisions that have been reached elsewhere in the organization. Leaders emphasize the first mode of influence, while managers concentrate primarily on the second. Managers thus are concerned with facts and efficiency. Leaders address issues involving values and effectiveness.

The last decade might easily be described as the era of the manager. We have witnessed projects aimed at improving productivity (whatever that term means). We have been inundated with "MBO Goes to College" advertisements. Most recently, we have been exposed to the wonders of marketing with its business orientation promising new technological solutions just over the horizon. We have been concerned about organizational structure, new forms of budgeting, and above all, we have emphasized facts that for most community college administrators have translated into headcounts and student equivalencies. We have practiced what one president friend of mine has termed the "Marshall Field" theory of evaluation. If something has worked—that is, has produced student credit hours—we have not questioned it for fear of finding something wrong and being required to stop. Overlooked in our zeal to become more efficient managers have been questions involving what we

did that was most important and for whom. We have also given scant consideration to the economic facts of life that public nonprofit institutions exist to lose money. The more successful they are, the more money they lose. Under conditions for contractions, however, the attention of policymakers shifts from success defined in terms of losing money by serving ever greater numbers of students, who pay less than the costs of their education, to contributions defined in terms of producing observable outcomes that fill identifiable and urgent societal needs.

Now the need is for leadership to examine institutional purposes by dusting off some of the strategies that have been less valued during our great period of growth. First among the strategies we need to consider is planning, defined as a process of changing the attitudes, behavior, and work habits of people, as much as identifying goals and pursuing them efficiently. The planning that we do in the future must consider the external environment as much as it does our own wants and needs (Toll 1982). Faculty and students are certain to be unhappy about some of the decisions that result from responding to this new environment. Since faculty and students tend to evaluate administrative performance on the basis of their personal comfort levels, planning that does not emphasize changes in attitudes and behaviors may lead to criticism of administrators for circumstances over which they exercise very limited control. In other words, if the results of planning are going to be generally favorable to most people, regardless of what is planned, as was the case in the sixties and through most of the seventies, it's safe to rely on managerial cunning. If, on the other hand, the results are going to be unfavorable for large numbers regardless of what you do, it is imperative for leaders to adjust attitudes to keep the troops from lynching the bearer of bad news.

The need to adjust attitudes leads to the identification of the second leadership imperative for the eighties. Administrative leaders in the eighties will not have the luxury of watching administrative values prevail after pro forma involvement from the faculty, as was the case in the early seventies. The price for sharing responsibility for some of the unfortunate events that are certain to befall our institutions, regardless of our best efforts, will be to diffuse equally responsibility for setting organizational priorities, an eventuality that most administrators have viewed with some abhorrence in the past.

This is unquestionably the great paradox of administrative leadership in the next decade. In practicing leadership as distinct from

managerial efficiency, administrators will find fewer rather than more opportunities to impose their values on the organization. This is true because the essence of leadership lies in identifying goals to which organizational members are willing to commit themselves, as distinguished from the efficient pursuit of management goals, which are accepted as given. In the identification of new goals capable of commanding faculty commitment, it is inevitable that administrative values will be diluted by the necessity of incorporating greater attention to the values that motivate faculty.

Closely related to the first paradox that leadership means less rather than more, influence over organizational priorities is a second, less obvious contradiction of common sense logic. Management-oriented administrators have pursued a form of operation that Mintzberg (1979, p. 438) defines as the "administrative adhocracy." The emphasis has been in unceasing change in response to targets of opportunity in the external environment. In effect, managers guided by utopian concepts have shaped organizational policy and programs using an opportunistic style of operation. By doing so they have been able to maintain institutional growth in the face of formidable obstacles through increasing reliance upon support staff and part-time faculty. When full-time faculty have refused to commit themselves to these new opportunities, they have been isolated from the mainstream of institutional decision making and left to the drudgery of maintaining established programs, while administrators have moved on to the novel. The observation that faculty, left pretty much to their own devices, have not done a very good job of maintaining the transfer programs lies at the heart of current concerns about quality.

The obvious alternative is for administrators to return to "responsible leadership," in Selznick's terms, by laying aside utopianism and opportunistic modes of operation. In effect, they must retreat from the administrative adhocracy toward the professional bureaucracy favored by faculty. Again, from Mintzberg (p. 349) we learn that the professional bureaucracy is characterized by stability and the dominance of faculty values in the determination of programmatic priorities. Thus, our second paradox stands revealed. Not only will administrators exercise less dominance in identifying institutional goals, but the pace of change itself will slow as faculty preferences for the established over the novel increasingly affect the process of determining both goals and priorities. In adapting to contraction through exercising responsible leadership,

community colleges will become less adaptive and less responsive institutions. They will lose much of their capacity for "turning on a dime and giving you a nickel's change."

This loss of adaptiveness as our colleges move from administrative adhocracies toward professional bureaucracies will be mourned by most and resisted by many. But it is fair to note that administrative adhocracies are ideally suited to dynamic environments where changes can occur through the addition of new resources. They are, however, inherently unstable organizations particularly susceptible to adversity partly because they are not competent at doing ordinary things (Mintzberg, p. 463). Under the best of circumstances they are pulled toward the professional bureaucracy. Attempting to preserve the rate of change we found so exhilarating in the sixties and seventies, under circumstances where most of the changes were likely to have unfavorable consequences for at least some organizational members, produces what Casey (1982, p. 15) has described as the cycle of disbelief, annoyance, frustration, anger, fear, and cannibalism. The way to interrupt this sequence is to change what has often resembled a disorderly route into a strategic withdrawal. The professional bureaucracy is better suited to conducting an organized consolidation than the administrative adhocracy because it concentrates on improving established strengths rather than seeking new ventures that dissipate remaining resources.

In moving toward responsible leadership in the professional bureaucracy, leaders will need to emphasize two other strategies in addition to planning and participation. The first of these is staff development and the place to start is with administrators rather than faculty. Until administrators learn how to lead rather than manage (assuming they already know how to manage), community colleges will remain without the clear focus required to mobilize the collective support of their faculties.

A final strategy involves evaluation. It is the key to the other three strategies and, therefore, is the first administrators need to learn how to use in moving from managerial efficiency to responsible leadership. We can no longer afford the Marshall Field approach to program review. We need information about our accomplishments, and we cannot assume that if we ignore our failures, others will do so as well. The evaluation procedures must be visible and credible. The results should influence our planning process as well as our choice of staff development activities. Of course, participation

in the evaluation process is as important as it is in planning and staff development.

Perhaps it would be appropriate to conclude with the same accompaniment the British used to surrender at Yorktown: "The world's turned upside down." Administrators will lead more by dominating less. Community colleges will adapt to contraction by becoming less adaptable. And yet, there is a logic and the possibility for, if not assurance of, a brighter future even though it may be difficult for us to discern as it was for Cornwallis in 1781. There are things worth doing with less rather than more resources. The problems we confront will be solved one way or another and will appear as remote to those who lead community colleges in the twenty-first century as Yorktown seems to us today. The need is for historical perspective, a scarce commodity in institutions as recently established as ours. Our choices, though, are the same as the ones facing those who survived the Revolution, to inherit a collection of debt-ridden settlements in a vast wilderness. We can choose to be a part of the problem or a part of the solution. To be a part of the solution, managers must learn how to lead by using appropriate strategies to reexamine the purposes of their institutions. Beyond guiding this reexamination of institutional purpose, administrators must ensure their strategies produce attitudinal change and commitment to new priorities from a faculty often alienated by the pace and direction of change during the past two decades. For it is only by influencing the behavior of those they lead that administrators can succeed in tipping the balance toward institutional achievement in the eighties.

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Community College Leadership: The Crucial Issue of Quality Control

By George A. Baker III

As the presidents of community colleges face a future characterized as the end of the Golden Age, the new priority must be quality over quantity. Further, academic quality, while dependent on the competencies of teaching professionals, is strategic in nature, and requires the dedicated leadership of a chief executive officer. In short, community college leadership must exert power in constructive ways that ensure institutional quality.

Here I want to suggest that while many chief executive officers in our community college movement have been effective in building adequate facilities and establishing political support in the community, they generally have not been able to ensure academic quality and productivity. I do not attribute this to any lack of ability. Rather I am suggesting that a reason for the lack of success has been the direction of their efforts. It is extremely difficult to generate adequate funding, build an institution, deal with the local power structure, and attend to academic quality in the same time frame. Further, where we look for help governs the type of solutions we find. Harold Hodgkinson (1981) believes higher education needs to stop looking to the business element of our society for solutions

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to our current challenges as they relate to academic quality, and develop models that fit the business that we are in, not the business of maximizing profit, which is the business they are in. In order to deal with the business we are in, I will suggest two key management tools that do fit our environment well. These two tools are academic quality control, achieved through task-oriented presidential leadership. The quality control tools I propose will relate to the process of gaining control of academic quality in the college setting, and the aspects of presidential leadership relate to ability of the chief executive officer to strengthen his or her position by demanding, receiving, and making decisions relative to productivity as it relates to value-added competency acquisition by the clients who enter the college.

The Environment of Higher Education

Recognizing that much of the research literature involving organizational theory is outside of the realm of education, Baldridge and his colleagues (1978) identified several distinct characteristics that set educational institutions apart from other types of organizations. They note that:

1. The nature of academic organizations' goals is ambiguous and highly contested;
2. Technology in many educational organizations is not well defined. Serving clients with disparate, complicated needs is difficult in terms of constructing technologies for dealing with the relative complexities inherent to human learning and motivation;
3. Decision-making authority is highly diffuse. Professionals within the organization control much of the responsibility for decision making, causing the process often to become fragmented, partisan, and unstructured;
4. Colleges and universities are becoming more vulnerable to influences from their environments. Although not entirely captured by the environments, powerful external forces (i.e., legislatures, state governing bodies, special interest groups) often influence, with conflicting wishes and demands, the decisional processes;
5. The clienteles themselves have far greater control (influences) over outcomes than in other organizational settings; and

6. The third-party system of funding adds a much greater dimension of external control to the decision-making environment than in the private sector.

Baldridge's analysis argues for a contingency approach to organizational leadership and especially in the critical decision-making area.

The key feature of these unique organizations is the elusive nature of units of analysis employed to determine how well the organization is achieving its goals. In visualizing change Baldridge and his colleagues call for new models of decision making. Unlike the bureaucratic, political, collegial, and organized anarchy models, which examine the types of organizations, the strategic paradigm shifts the emphasis of analysis to the issues about which the activities of organizations are focused in an operational sense. The strategy under this theory is to redirect the perspective away from an organizational approach that identifies the most relevant structures and focus energy on the dynamic processes relating to an issue or problem set (Brenner 1977). The major proposition is that each issue situation has a decision process and structure associated with it. Thus any change in the issue calls for a different approach in problem solving (Brenner 1977; Brightman 1978). Most organizational theorists argue that new initiatives call for new power relationships.

The Nature of Our Professional Beast

Historically, in full-fledged professional organizations, such as colleges and universities, power structures turn upside down. The staff-professional and line-administrator relationships are reversed. In other words, in professional organizations such as colleges, administrators are in charge of secondary activities; they administer means to the "major activities" carried out by professionals. To the extent that a line-staff relationship exists at all, it is the professionals who hold the major authority and administrators the staff authority. Ultimately, decisions about the organization and the pursuit of its goals are in the hands of the professionals, via such decision-making structures as committees and boards. Administrators generally provide information about economic and organizational implications of various activities planned by the professionals.

Through this process the professional faculty gain power and, in effect, control quality and productivity since they are the experts in their disciplines. Administration is limited in its ability to control faculty behavior since only the professional is able to decide

what the client needs and will receive. Generally, faculty work alone in the classroom, comparatively hidden from colleagues and superiors, and implicit decisions by administration reflect a tacit green light for the faculty member to practice his or her profession without supervision and with broad discretionary jurisdiction within the classroom. Unfortunately, in such a structure there is virtually no control of the work outside of the profession, no way to correct the deficiencies that professionals themselves choose to overlook.

However, before the visage of our professional beast becomes too discouraging, I want to explain that such a scenario is not universally true. What is true for one type of professional bureaucratic organization may not be true for another. For example, control of professional doctors in a hospital setting may be close to impossible. Control over professionals in a major research university may be extremely difficult. But control over professionals in most elements of higher education, especially among community colleges, is certainly achievable. Moreover, such control is desirable. Firm but fair leadership exercised over professional faculty members who seek autonomy and students who need to be literate is an expectation of society.

Unless expert power and control by chief executive officers is applied, at least three significant problems will surface with the excessive use of professional power:

Problems of Coordination. The coordinating efforts of administration are resisted by professional faculty as direct infringement on academic freedom and professional autonomy. Faculty generally apply a standard program of learning that they themselves value and stand ready to perpetuate. Academic programs are sliced up and allocated to teaching faculty with the naive expectation that without further coordination individuals would integrate and deliver a relevant program. In such an arrangement students are pigeon-holed into one- or two-year standard programs, when their needs or desires may be significantly different.

Problems of Discretion. The assumption here is that faculty members working alone and without supervision can manage to integrate the variety of competencies needed by a diverse clientele. Such practice places significant discretion in the hands of a single faculty member whose complex skills, no matter how well developed, can probably not adjust to all the stages of academic and psychological development in their students. These clients are in effect exposed

to a type of Russian roulette. The burden of performance falls on them, and without sophisticated discretionary skills in the faculty member, the results are usually certified failure. Typically these failures are not attributed to the lack of expertise or indiscretion of the professional, but to the client who did not achieve. In addition, faculty often don't think of themselves as members of an organizational team dedicated to human development. Their loyalty is often to their profession and not to the place where they practice it. Moreover, growing evidence indicates that many faculty may also be more loyal to a growing set of moonlighting activities than to the colleges providing them teaching opportunities.

Problems of Innovation. Colleges are often well equipped to do what they are doing, but almost powerless to do something new and different. Just as American auto producers have failed to satisfy the demands of their customers, professionals in our colleges have failed to adjust the curricula programs to the needs of adult learners who may demand two courses per semester for six semesters rather than six courses for two semesters. Stable work environments encourage these colleges to continue to process students through the current system, award credit, and make evaluations based on earlier practice. However, there is growing dissatisfaction with the status quo among clientele and local, state, and federal agencies. Such groups may insist more strenuously on the need for innovation in any environment of restricted resources.

The Solution: Taming the Beast

Regardless of the controversy of the Brookings Institution study, *Financing Community Colleges* (1981), Breneman and Nelson identify needed changes in all higher educational institutions by focusing on policy and finance relating to efficiency. They define the concept of efficiency as broader than simply producing goods or services at the lowest cost. An efficient allocation of resources occurs when the benefit exceeds by as much as possible the total cost of producing it (p. 41). Under this definition the evidence indicates that community colleges are often very inefficient.

The thrust of the Brookings study is that college chief executive officers must gain control over the essence of the community college, and the essence of the institution is what students learn. In achieving that goal the chief executive officer must set in motion a mechanism to determine how much students are learning and what is the value of that learning to society. The value-added notion is an idea whose time has come.

Actually this value-added approach is a rather simple way to measure quality. New students are tested to determine entering levels of competence for purposes of placement. Scores provide information relating to students' strengths and weaknesses, but also establish a baseline against which to measure the students' incremental or terminal progress. After a course or program of study the same or similar tests are given, and the difference in scores amounts to the value added. A student's progressive growth and progress is provided to the client and to others. Inside the institution, group and institution data are used for faculty, course, and program development. Outside the institution, data can be used for job or higher education placement purposes, and for financing decisions at the local or state level.

Obviously, such a policy implemented by chief executive officers will raise a bevy of heat, smoke, and flames by those who favor the status quo. In addition, all of the reservations attendant to standardized testing will be aired again. Chief among these reservations is the difficulty in measuring real learning; thus the thornier issue in detaining the beast within professional educational bureaucracy is implementation. The many successes in the community college movement aside, the time is right for our chief executive officers to turn major attention inside the institution and focus on academic quality and productivity as they relate to student learning per resource unit expended. The changes signaled by a value-added policy for measuring student growth will require limited resources, but the data generated and the uses of those data will both create and expend massive power within the organization. The challenge is to employ data to overcome the natural institution inertia. Power and influence are basic facts of organizational life, and the central aspect of the president's job in the quality issue is to eventually cause professionals to believe that academic quality means increased benefits to their clients.

Presidential Power

It is unfortunate that when thinking about power we often arouse negative emotional connotations. In fact, perhaps many educational leaders may hesitate to use that which may be classified as Machiavellian in such a democratic setting. However, Knox (1973) states that a continuing challenge facing the educational leader is meeting and conquering whatever stands in the way of enhancing the educational process. Those desiring to use power for the

right reasons are encouraged by David McClelland (1970), who states that applying expert power is not necessarily undesirable. He argues that power has two faces. The correct face arouses a positive reaction. This face is called "institutional" power. It reflects the process of the leader using persuasive and inspirational behavior to evoke feelings of power in others. In addition, studies of power in organizations have focused on hierarchical power defined as the power of leaders or managers over followers or subordinates. In the analysis here it is important to remember the dimension of vertical power; that is, reaching down through the organization to influence the performance of others. However, as Perrow (1970) wrote, influencing others has proven difficult since tasks are divided up between subunits that resist influence from above. The result of this structural resistance is that in higher education power is concentrated in the professional and student units but not generally in the administrative units.

Without doubt the other two principles in the college setting, faculty and clients, would see the value-added notion an idea worth resisting. However, the president, backed up by the board, would need to persuade both faculty and students that data would be used in making decisions related to academic quality and productivity related to student learning. In this regard the long-term behavior of the president and his or her staff would necessarily need to be developmental with regard to student learning and professional with regard to program development. "Developmental" here is used to imply long-term plan designed to achieve the goals of academic quality and productivity through an evolutionary process as opposed to a revolutionary one.

This developmental approach to institutional and personal improvement is clearly an opportunity to move the locus of power toward the leadership of the college. Yet, as we have seen, power is an ugly word, and regardless of the intent of the president and the board, the professional will perceive an attempt to dominate and control their professional efforts. However, as we have seen, the current distribution of power within the institution yields a dysfunctional organization, given the mission to serve students. The problem calls for strong leadership, and presidential leadership is the legitimate exercise of power.

Information as Power

The relative power of the chief executive in higher education may be poor when compared to the power of chief executives in other organizational types, but college CEOs are far from impotent.

Individually, they are more powerful than any other organizational member, and when armed with significant information and the will to use it, they can become more powerful than the collective power of all professional faculty. Chief executive officers have been granted legitimate authority to maintain control over academic quality. This authority translates into power and the legal right to command, act, enforce standards, and make final decisions. Information has always been a form of power. However, information regarding student learning has the potential to become a major power source for the chief executive.

Systems for collecting and managing information relating to academic quality are relatively easy to develop; in fact, such systems already exist in most institutions. These systems in the private sector have become powerful new tools. However, the positive power broker in higher education will recognize them as only tools. The ultimate and humanistic purposes to which systems are dedicated will continue to be defined by enlightened human judgment. The president's principal task is to lead the decision process in arriving at that judgment.

The Next Great Challenge

The purpose of this discussion is to make a case for a commitment to academic quality and productivity relating to student learning in higher education. In the framework of contingency leadership and use of power, the situational approach was emphasized since the research supports the theory that no one organization process and no one leadership style operate in a dynamic culture. The single issue of academic quality and productivity through value-added testing was chosen as an example of a more novel approach, which very well may be the next great challenge for community college leaders functioning at the end of the Golden Age. Implicit in the discussion is the fact that when the president shifts attention from external matters to internal matters, the college environment changes from static to dynamic. Decision making regarding academic quality that probably was relatively structured then becomes unstructured in the value-added environment. When this situation occurs contingency theory calls for a task-motivated, leader-controlled consultive process in order to protect the quality of the decision and to eventually gain acceptance by those who are expected to deliver academic quality and student learning. In essence, then, by refocusing the institution toward academic quality

and student learning, an intensive issue environment is created in which the contingency approaches have practical and dynamic utility to the leader.

Undergirding our discussion of leadership and the decision-making paradigm has been the ever-present aspect of power. If control in terms of policies and procedures is the electricity that provides guidance for operational decisions, power is the lightening rod of strategic decision making. Power is, first of all, a structural phenomenon of the organization. While the lightening bolt gets the organization moving ahead, it is the steady current in the written memory of institutional policies and procedures that sustains progress and changes unstructured decisions to structured ones.

Contingency theory is helpful in determining how to proceed but does not provide all of the answers. In choosing the unstructured problem for analysis, we place the problem entirely in a strategic setting, but eventually recognize that as the value-added program is in place and decisional data are developed the issue shifts from strategic to operational. Just as it is important for the president to hold close control over the strategic decisions, it will be necessary for that leader to ultimately relinquish operational control to subordinates in order to achieve their acceptance of the responsibility for quality results. When we add all of the dynamic variables to the decisional environment, we recognize that although the contingency model deals with most of the issues, the leader must constantly be sensitive to those ever-changing variables.

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